DOCUMENT RESUME

ED 095 643 EA 006 375

TITLE Pupil Transportation. Committee on the Costs of Education. Interim Report No. 3.
INSTITUTION Ontario Executive Council, Toronto.
PUB DATE May 73
NOTE 119p.; Related documents are EA 006 373-376
AVAILABLE FROM Ministry of Education, 21st Floor, Mowat Block, Queen's Park, Toronto M7A 1M1, Ontario

EDRS PRICE MF-$0.75 HC-$5.40 PLUS POSTAGE
DESCRIPTORS Catholic Schools; Commuting Students; Cost Effectiveness; Educational Economics; *Educational Finance; Elementary Schools; *Expenditure Per Student; *Program Costs; Public Schools; *School Buses; Secondary Schools; *Student Transportation; Traffic Safety
IDENTIFIERS Canada; Ontario

ABSTRACT

A study was made to determine the extent of the need for transportation, the efficiency with which school bus routes are designed, the quality of the service, the administrative provisions and procedures to deliver the service, and the methods of financing the cost. Findings, conclusions, and recommendations are summarized in the first chapter of the report. The supporting information and data are provided in the more detailed statements in succeeding chapters. (Author/MLF)

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Committee on the Costs of Education

interim report number three

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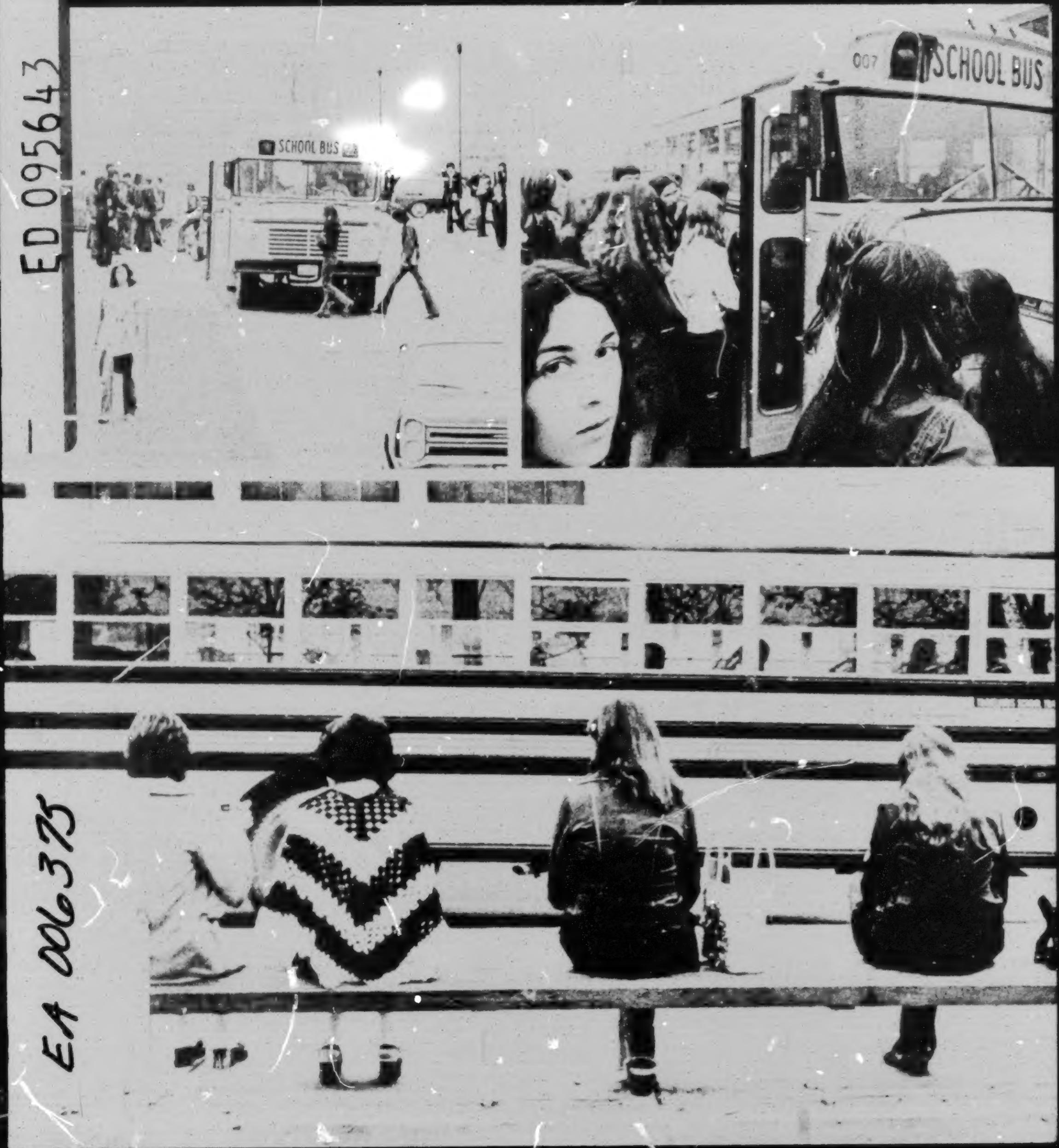

EA 006 375

Interim Report Number Three

Pupil Transportation

May, 1973

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Ontario

To His Honour
The Lieutenant-Governor of the Province of Ontario

May it please Your Honour:

We, the members of the Committee on the Costs of Education, appointed by Orders-in-Council, dated the 23rd June, 1971, and the 30th June, 1971, to examine the costs of education for the elementary and secondary schools of Ontario in relation to the aims and objectives, programs, priorities, and the like, of the educational system and to evaluate the programs in the requirements of the present day, and in terms of the expenditures of money for them, submit to Your Honour, herewith a third interim report.

Chairman

Phillips

Hazel Farr

John Ronson

May, 1973

ONTARIO

EXECUTIVE COUNCIL OFFICE

OC-1211/71

Copy of an Order-in-Council approved by His Honour the Lieutenant Governor, dated the 21st day of April, A.D. 1971.

The Committee of Council have had under consideration the report of the Honourable the Prime Minister, dated April 20th 1971, wherein he states that,

WHEREAS it is deemed desirable to examine the costs of education for the elementary and secondary schools of Ontario in relation to the aims and objectives, programs, priorities, and the like, of the educational system,

AND WHEREAS there is a need for evaluation of the programs in the light of the experience with them, the requirements of the present day, and in terms of the expenditures of money for them,

The Honourable the Prime Minister therefore recommends that there be established a Committee on the Costs of Education in the Elementary and Secondary Schools of Ontario for the purposes hereinafter mentioned:

- to study the use of the financial resources being provided for elementary and secondary education in Ontario in the attainment of the educational goals;

- to examine the present grant plan to determine if the various differentiating factors such as course, location, level (elementary and secondary), and type (ordinary and extraordinary) generate funds in proper balance consistent with the needs for the attainment of desirable educational objectives;

- to examine the implications of ceilings on expenditures by local school boards, including the effect on the decision-making and autonomy of local school boards;

- to examine the various aspects of school programs with particular reference to innovations and new concepts as, for example, the "open plan" organization, technical and commercial programs, and use of educational technology, with a view to designing and recommending research studies to determine the effectiveness of these concepts in relation to the aims and objectives of education, these studies to be conducted by contract arrangement with research agencies;

- to communicate and consult with groups and organizations representative of parents, teachers, trustees, students, and other interested parties;

- after due study and consideration, to make representations and to submit a report or reports to the Government with respect to the matters inquired into under the terms set out herein as the Committee sees fit.

That the Committee be empowered to request submissions, receive briefs and hear persons with special knowledge in the matters heretofore mentioned.

That the Committee be empowered to require the assistance of officials of the Department of Education for such purposes as may be deemed necessary.

That members of the Committee be empowered to visit schools and classrooms in Ontario, by arrangement with local school systems.

The Committee of Council concur in the recommendation of the Honourable the Prime Minister and advise that the same be acted on.

Certified,

J. J. Young

Clerk, Executive Council

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PREFACE

The growth and extension of transportation for school pupils exceed even the dramatic quantitative developments in other types of services provided by school boards in Ontario during the last twenty to twenty-five years. In 1971, the number of elementary school pupils transported was thirteen times the number carried in 1951; at the secondary level, the number increased five and one-half times during the same period. By 1971, slightly more than twenty-five per cent of the elementary school enrolment and almost thirty per cent of the secondary enrolment, or more than 500,000 pupils altogether, were travelling to school in vehicles provided by school boards.

The expenditures to provide transportation have increased substantially, not only in relation to the numbers transported, but also by per pupil and per mile units. Of the total expenditures of school boards, the proportion devoted to transportation has risen by twenty-five per cent in the last ten years, even though other costs have also been accelerating at a rapid rate. For elementary and secondary school boards together, the bill for all types of transportation more than quadrupled in ten years, rising from slightly less than $17 million in 1962 to almost $71 million in 1972. Because of the rapid rise in the percentage of total financial resources allocated to the provision of transportation services and the very substantial amount of money this percentage represents, the Committee on the Costs of Education decided that it should make a separate study to determine the extent of the need for transportation, the efficiency with which school bus routes are designed, the quality of the service, the administrative provisions and procedures to deliver the service, and the methods of financing the cost.

As part of the study, the Committee gathered and examined information, data, viewpoints, and comments from a number of sources. A comprehensive Transportation Survey was developed and sent to a representative sampling of school boards throughout the Province. Several briefs and presentations made to the Committee included references and suggestions about transportation. Staff members met with officials of several departments of education and local school boards in other provinces. Meetings with board officials were held in the ten educational Regions of the Province, and consultation with local officials on specific matters was carried on throughout the study. Representatives of the School Business and Finance Branch of the Ministry of Education and the Highway Carrier Section and the Collision Data Section of the Ministry of Transportation and Communications were most helpful in providing statistical data and other information. Officials of the Ministry of Education met with the Committee to describe, and answer questions about the program for transportation. The cooperation and helpfulness of these individuals, organizations, and official bodies are acknowledged with appreciation and thanks.

It is our view that the study has raised a number of significant points, that it has identified some areas for further study, and that it has made possible certain recommendations that will, we hope, be helpful. For the conclusions drawn and the recommendations made, the Committee, of course, assumes full responsibility.

CHAPTER 1

SUMMARY OF FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

The provision of pupil transportation by school boards in Ontario has been a parallel development with many other changes in our society and in education as part of that society. Fifty years ago almost every child walked to school from his home or, if this was impossible, boarded with a family in the centre where the school was located. The building of additional roads and highways, improvements in methods of surfacing them, extension of snow-ploughing service and improvement in methods of providing it, and the availability of better and larger vehicles have contributed to the extension of the pupil transportation service. The growth of population, the shift of people from rural to urban or semi-urban areas, the greater mobility of the family because of the automobile, and increased financial resources for public services are societal factors that have made pupil transportation more acceptable to parents and school boards. Educational progress, precipitated not only by changes in the society, but also by new developments in educational thought and practice, has had a profound effect on the growth of this service. Among the more important influences have been the creation of larger units of administration, the establishment of central elementary and composite secondary schools, the growth of the concept of equality of educational opportunity, the provision of special programs for handicapped children, and the development of more sophisticated methods and techniques of instruction.

The needs of children and the possibilities of meeting them in schools where a wide variety of programs can be offered by competent and specialized professional staff have necessitated transportation services for a large proportion of the student body. Today, more than twenty-five per cent of the total elementary school enrolment and almost thirty per cent of the total secondary school enrolment are provided with transportation daily. The actual number of pupils transported is greater than one-half million. Some idea of the magnitude of the operation necessary to get these students to school each day can be gained by comparison with the extent of the Toronto Transit Commission system for Metropolitan Toronto. Last year the Commission transported an average of 1,158,000 passengers on a typical business day. School boards transported nearly half that number and did so with a greater proportion of their passengers travelling longer distances, often over difficult terrain, using other than first-class roads, under more adverse weather conditions, in a variety of vehicles from buses, vans, passenger cars, boats, snowmobiles to, in at least one case each, a swamp buggy and a four-wheel drive jeep. In addition, there were time constraints imposed by the opening and closing hours for schools and the scheduling of classes.

Each school board must make provision within its organizational structure for the efficient and economical operation of its transportation system. While the quality of service to pupils is of first importance, the extent of the financial commitment requires that the board ensure that essential transportation is provided at reasonable cost. In 1971-72, the total expenditure by school boards for regular transportation between home and school and between school and school was just over $56 million. With an additional sum of $14 million spent for other types of transportation, the total expenditure was $70 million. By comparison, the total expenditures for the Toronto Transit Commission in 1971 were $86.5 million.[1]

It is with the matters referred to above that this Report deals. Our findings, conclusions, and recommendations are summarized in this chapter. The supporting information, data, and analyses are provided in more detail in succeeding chapters.

A. Operation and Administration of Transportation Services

(a) Because of the great number of variables from one school board to another, many different patterns for the operation and administration of transportation services will inevitably exist. While recognizing the need for flexibility, we have concluded that there are some areas where it would be desirable for most boards to introduce improvements in present practices by adopting a uniform procedure. At the present time, many boards enter into contracts with bus operators after negotiation of costs. Others use a formula as a basis for negotiating a contract. Still others advertise for tenders or quotations. We have no knowledge that the practice of contracting by negotiation is less efficient than that of inviting tenders. It is, however, open to the accusations that it may be more costly or that it may result in favouritism. Consequently, our view is that all transportation routes should be advertised by tender, with the usual qualification that the lowest or any tender need not be accepted. In this way, the school board can be assured that it is acting in the best interests of all concerned without being compelled to accept those tenders that for legitimate reasons it wishes to reject.

---

[1] Toronto Transit Commission Annual Report 1971, Toronto Transit Commission, Toronto, 1972, p. 5.

We recommend,

(1) that all transportation routes be advertised for tender to ensure that the best possible price is secured for the service to be provided and to assure the public that the administration of transportation services is being conducted in accordance with sound business practice.

(b) There is evidence that contracts are being negotiated between bus operators and a few boards without the benefit of a specific description of the bus route to which the contract applies. We understand that it would require a considerable amount of administrative work and some additional costs to develop a detailed specification for each school bus route. In spite of these problems, we are convinced that an exact specification is required if prices are to relate in any meaningful way to the services to be performed. Otherwise, it seems inevitable that the prospective contractor must include in his price an amount to cover the cost of unspecified services that he may have to provide. In any case, the tender requirement recommended above will, if adopted, necessitate the development of specifications.

We recommend,

(2) that a detailed specification for each school bus route be developed so that bus operators, when calculating the amount of their tenders, will know the

exact services to be provided.

(c) The law requires school bus operators under contract with the school boards to provide proper insurance. There is, however, evidence that some boards do not keep records of the insurance carried by these contractors. It is our view that as a responsible public body each board should have on file evidence that insurance is in force and that the types and amounts are adequate. Other relevant information such as the name of the insurance company, the name of the agent servicing the policy, and expiry dates should be recorded for all transportation insurance whether the vehicles are operated by private contractor or the board itself. Boards should as a matter of policy establish requirements to be met regarding insurance coverage for transportation services.

We recommend,
(3) that each school board as a matter of policy establish requirements to be met regarding insurance coverage for transportation services and that each board maintain a complete record of the insurance in force on all vehicles whether owned by bus operators under contract to the board or by the board itself.

(d) Within the organizational structure of school boards, the arrangements for the administration of transportation services vary widely. There is no identifiable pattern in the number of personnel assigned to this function in relation to the number of pupils transported or to the percentage transported by contractor or by the board itself. Neither is there any apparent relationship between the qualifications required of, and the supervisory level accorded to those assigned responsibility for transportation by various boards. Within school systems, there are examples of lack of definition of responsibility, particularly between the educational and business branches. Our view is that each board should review its provision for the administration of transportation services, determine the best method to ensure an efficient and economical operation, develop job specifications related to this function, and designate the personnel to be responsible.

We recommend,

(4) that each school board review its arrangements for the administration of transportation services, develop an organization which will ensure an efficient and economical operation, describe the positions to be filled, and designate the personnel to be responsible.

B. Role of the Ministry of Education

(a) Detailed study of the replies to our Transportation Survey and of the transportation forms included in the annual financial reports forwarded to the Ministry of Education indicates that the present level of record-keeping by most boards is inadequate. Where numerical data and other information are unavailable, incomplete, or lacking comparability, it is difficult or impossible to make meaningful statistical and financial analyses. Further study of operating areas such as vehicle and staff utilization, route design, contract pricing, and levels of service is necessary if any real assessment of efficiency is to be made. Variables from jurisdiction to jurisdiction do, of course, make effective comparisons among boards difficult, but there are basic differences that cannot be explained even after appropriate allowance for uncommon factors. In some cases, for example, unit costs are inordinately high; in others, the proportion and numbers of students transported by certain boards bear little relationship to those transported by other boards in similar circumstances. Our conclusion is that the Ministry of Education, in cooperation with school boards, ought to determine the numerical data and other information to be collected on a Provincial basis. The Ministry should then compile the information, analyse it, and make the results known to all school boards and the public. This information should be useful to boards as they work to achieve greater efficiency in their transportation services.

We recommend,

(5) that the Ministry of Education, in consultation with school boards, determine the numerical data and other information about transportation services to be gathered on a Provincial basis. The Ministry should compile the information, analyse it, and make the results for each board known to all boards

and the general public as one of the criteria to be used to assess the efficiency of pupil transportation in each jurisdiction.

(b) To the extent that provision is made for it within the Ministry of Education, responsibility for transportation services is fragmented. The School Business Services Section of the School Business and Finance Branch is concerned with "techniques and safety". A different Section of the Branch is involved in administration and financial matters related to transportation and must, therefore, give some emphasis to liaison with Regional offices and school boards. There are other areas of significance that have not been assigned to any particular official. It is the view of the Committee that transportation services should be made the specific, full-time responsibility of a senior official. Several states in the United States and some provinces in Canada have such an official. Certainly the magnitude of the operation in Ontario justifies and requires a similar appointment. It would be the responsibility of this official to provide leadership and expertise for the Ministry and to advise officials of Regional offices and school boards with respect to such matters as system and route design for transportation services, administrative structure, safety practices, data collection and analysis, liaison with other departments of Government and interested organizations, and legislative grants.

We recommend,

(6) that the Ministry of Education appoint a senior official to be responsible for all aspects of transportation services and that other staff with the necessary qualifications be provided to enable the Ministry to fulfil a leadership role in the development of policy and to permit it to assist school boards in their efforts to achieve efficient and economical transportation services. The head of the operation probably ought to possess qualifications in areas such as traffic engineering and planning, administration, transportation services, and finance and cost analysis. Working in cooperation with the appropriate staff of the Regional offices of the Ministry and of school boards, this official should recommend approval for grant purposes of expenditures by boards for transportation when established standards have been met.

(c) With the increased provision of kindergarten classes for children in rural areas, the cost of transportation for these pupils has become a matter of considerable interest to school boards. In most urban areas where no transportation is necessary, kindergarten children have usually attended a half day every school day. The use of this organizational pattern in rural areas requires that a school bus return a class home during noon hour and pick up a second group for the afternoon session. It involves, therefore, additional transportation services and costs.

Some boards have adopted the alternate full-day kindergarten that pupils attend every second day. This pattern avoids additional transportation costs. Several attempts have been made to evaluate the two patterns in terms of educational desirability, but the results are inconclusive. It may be that the transportation costs saved by the alternate full-day arrangement are more than offset by under-achievement of educational objectives because the pupils are overly tired - particularly if they have to travel some distance by bus - or by strain put on children at any early age, or by the irregularity of the attendance pattern. If factors such as these are not significant, then some considerable savings can and should be made. They will, of course, be realized only in the variable costs since almost all costs associated with putting the vehicle on the road will already have been met. There is a need to assist boards and officials to make decisions in this area. A well-designed research study should be conducted to determine the educational implications of the two organizational patterns.

We recommend,

(7) that the Ministry of Education sponsor and support financially through its research grants a thorough study by competent research personnel of the educational advantages and disadvantages of the half-day every day kindergarten and the alternate full-day kindergarten. The results should be made known to all boards to assist them to make decisions about the arrangements most suitable for their particular circumstances.

C. Safety

The various agencies and authorities with responsibility for the safety of pupils for whom transportation is provided by school boards have demonstrated their desire to afford the fullest possible degree of protection within the limits of the relevant legislation and other requirements. This fact is reflected in the available statistics, which - although not subject to exact comparison - clearly show that the fatality rate among passengers on school buses is considerably lower than the rate for all other road users. Other statistics reveal that the collision rate for school buses is lower - although not substantially so - than that for all motor vehicles.

These favourable comparisons are heartening in the light of one factor that is frequently ignored. Studies of the structural soundness of school buses conducted in the United States have revealed certain deficiencies that could be a safety hazard. School buses manufactured in Ontario are almost identical in structural design and assembly with those produced in the United States.

In a number of other areas, some doubt exists about the adequacy of safety provisions. These include (a) the absence of such items as passenger seat belts, driver seat belts, and padding on the back of seats; (b) the provision that permits standing passengers up to one-third of the seating capacity in school buses licensed as public vehicles; (c) the absence of a legal limitation on the number of standees in a board-owned vehicle; (d) the confusion which exists in the minds of the general public about driving procedures when a school bus is stopped to take on or let off passengers; (e) the inapplicability of certain safety provisions to buses with a seating capacity of less than twenty-four passengers or to smaller vehicles with a seating capacity of less than ten passengers; and (f) the requirements for licensing of school bus drivers.

On the basis of the evidence available to us, we concluded that Ontario has been fortunate in the relatively small number of fatalities and the incidence of collisions involving school transportation vehicles, particularly when consideration is given to the number of passengers transported, the number of buses involved, and the distances travelled. But the sense of satisfaction that should accompany such a conclusion was tempered by our increased awareness of inconsistencies in safety requirements for the same type of vehicle depending on ownership, of varying requirements to determine the mechanical fitness of vehicles depending on size, of inadequacies in the legal requirements relating to equipment on some types of vehicles, and of deficiencies in the structural design and soundness of larger school buses.

We are aware that some improvements to provide greater safety would undoubtedly add to the cost of transportation. A higher initial price for new vehicles, a possible increase in the number of buses required, and higher maintenance costs would require a significant expenditure. Other improvements could be introduced for relatively little additional cost. Consequently, we concluded that some supplementary amount of money per pupil will be required for pupil transportation during the balance of this decade. Because we did not consider the actual changes that should be made to be within our terms of reference, we were unable to determine the amount of money involved. We did, however, feel that action was required to determine the cost of, and to make provision for, those improvements necessary to dispel any doubts about the adequacy of safety provisions.

We recommend,

(8) that the Ministry of Education initiate discussions with the Ministry of Transportation and Communications for the purpose of having a study established to examine all matters relating to the safety of pupils for whom transportation is provided by school boards. In addition to soliciting the expert advice of safety and traffic engineers, the body responsible for the study should seek the assistance of school boards, school bus operators, school bus manufacturers, consumer groups, and other interested organizations. The results of the study, including information about the costs to provide safety improvements, should be made available to school boards, Government departments, and the general public so that they will be in a position to decide the priorities they wish to establish.

D. Legislative Grants

(a) Through grants to school boards on approved extraordinary expenditures the Ministry of Education is already paying a very high proportion of the cost of pupil transportation in Ontario. But the need for transportation services, and therefore the cost, varies widely from board to board depending on distance and other geographic factors. One board for a largely rural area must transport all its secondary school pupils while an urban board may be required to provide little or no transportation since most pupils live within walking distance of the school they attend. The balance of the cost not covered by grant must, of course, be paid from local taxes. The result is that without a greater financial effort, boards required to provide extensive transportation services will have lesser financial resources available to them from local taxpayers to apply to the regular school program common to all jurisdictions. It is our view that accidents of geography should not penalize the local taxpayer in his desire to support a program providing equality of opportunity for pupils for whom transportation must be provided. We have concluded, therefore, that the approved cost of essential transportation ought to be supported on the basis of 100 per cent grant on a board's expenditure for this purpose.

We recommend,
(9) that the Ministry of Education revise the Legislative Grant Regulation for 1974 so that school boards will receive 100 per cent grant on their approved expenditures for essential regular transportation between home and school and between school and school.

(b) One of the two major causes of increased transportation costs during the last ten years has been the greater proportion of the student body for whom services have been provided. At the elementary level, three times the proportion of the enrolment was transported in 1971-72, compared with 1961-62. At the secondary level, the increase in the proportion carried was 27 per cent. The additional number of pupils covered by this extension of service was in excess of 280,000. Some increase was quite naturally expected as an inevitable result of establishing central and composite schools serving pupils living some distance from them, but surprisingly, the really big increases were in the numbers transported for distances under two miles. Between 1961-62 and 1971-72 these numbers increased more than five times at the elementary level and more than seven times at the secondary level. While there is no breakdown of statistics for distances under one mile, there is evidence that a good proportion of those transported under two miles live within one mile of the school they attend. It is our view that essential transportation should be provided in the absence of any reasonable alternative; that is, where distances are too great or where, because of special circumstances, pupils who are physically, mentally, or emotionally handicapped cannot be expected to walk to school. It does not, however, seem essential that transportation be provided by a school board for pupils under ten years of age who live within one mile of the school or for pupils over ten years of age who live within two miles of the school. It may be that other factors will cause a board to believe that transportation ought to be provided for some pupils within these distances. If so, the board should have the authority, as it does now, to provide it. But it is the view of the Committee that recognition for grant purposes should be limited to approved expenditures for essential transportation.

We recommend,

(10) that the Ministry of Education recognize for grant purposes only those approved expenditures required to provide essential transportation, defined as services for pupils under ten years of age who live more than one mile from school; for pupils over ten years of age who live more than two miles from school; for handicapped pupils regardless of distance from school; and for pupils transported between one school and another for special classes.

(c) Almost all boards provide transportation within the local area for groups of pupils who participate in field trips, visits to other educational institutions, music festivals, and the like. If well planned, these activities can make a significant contribution to the instructional program. Our view is that provision for the type of transportation required for them ought to be made as part of a board's total transportation arrangements and that related policies and procedures should be established by the board and made known to all personnel. It is quite possible to incorporate within these arrangements the degree of flexibility that will, admittedly, be necessary. Since this kind of transportation is associated with the instructional program, the cost of providing it should be included in the board's ordinary operating expenditure.

We recommend,

(11) that each school board make provision, as part of its total transportation arrangements, for the transportation of pupils for activities associated with the instructional program, that policies and procedures governing this type of transportation be established and made known to all personnel, and that expenditures for it be included in ordinary operating costs.

CHAPTER 2

HISTORICAL RECORD AND ANALYSIS

One of the earliest references to the provision of pupil transportation by a school board occurs in the Report of the Minister of Education, 1920.[1] Since that time, many developments in education and in the total society have combined to necessitate the provision of transportation and to facilitate the offering of it. Attempts to establish Consolidated Schools in Ontario in the 1920's met with stubborn opposition, in part because their operation would require transportation of most pupils. Parents were opposed to the movement away from the local school and used the condition of the roads, the weather in winter, and distance to be travelled as arguments against condolidation. The few Consolidated School Boards that did exist wished to transport pupils. Since then, there has been an almost complete change of attitude. Many parents now demand transportation for their children, while hard-pressed boards attempt to avoid the expense of providing it for pupils who live within easy walking distance of the school.

The authority of a school board to provide transportation for pupils is contained in Section 42 of The Schools Administration Act. Section 42, subsection (1) of the Act[2] reads as follows:

> "42.-(1) A board may provide for a resident pupil, or for a person who is qualified to be a resident pupil, transportation to and from,
>
> (a) a school that the board operates;
>
> (b) a school operated by another board to which the board pays fees in respect of such pupil;
>
> (c) the Ontario School for the Blind;
>
> (d) an Ontario School for the Deaf;
>
> (e) an Ontario Hospital School; and

---

[1] Report of the Minister of Education, 1920, p. 9.

[2] The Schools Administration Act, Revised Statutes of Ontario, 1970, Chapter 424 as amended by 1971, Chapter 90, Queen's Printer and Publisher, Toronto, 1971.

> (f) a children's mental health centre established under The Children's Mental Health Centres Act."

It should be noted that there is no legal requirement to provide transportation: the decision rests with the board. In our view, this provision is sound since the board is able to be knowledgeable about local conditions and circumstances, which may either justify the provision of transportation or indicate that it is not essential. In either case, the assumption is that boards will act in a responsible manner and, on the whole, the evidence supports the conclusion that they have done so. At the same time, pressure to provide transportation beyond a reasonable level of service has occurred. Such pressure should be resisted in favour of higher educational priorities.

An important factor in the determination of the necessity to provide transportation has been the requirements for school attendance where the child lives beyond certain distances from school. Section 6, subsection (2) of The Schools Administration Act[3] reads as follows:

> "6.-(2) A child is excused from attendance at school,
>
> ....
>
> (c) if transportation is not provided by a board for the child and there is no school that he has a right to attend situated,
>
> (i) within one mile from his residence measured by the nearest highway if he has not attained the age of seven years on or before the first school day in September in the year in question, or
>
> (ii) within two miles from his residence measured by the nearest highway if he has attained the age of seven years but not the age of ten years on or before the first school day in September in the year in question, or
>
> (iii) within three miles from his residence measured by the nearest highway if he has attained the age of ten years on or before the first school day in September in the year in question."

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[3] Ibid.

Since most boards have provided transportation for children living beyond the distance limits stated in the Act, it has been necessary to excuse only a very few children from attendance by reason of distance of their homes from the school. Most of those excused live in isolated or remote areas where establishment of a school is not practicable or where transportation is not feasible. Other arrangements are made to enable these pupils to pursue their education.

With the provisions of Section 42 of The Schools Administration Act, boards may provide a variety of transportation services. These can be classified as follows:

(a) regular transportation between home and school or between school and school to permit attendance during the normal school day for eligible pupils, including the handicapped, the retarded, and those in kindergarten classes;

(b) special transportation between school and school where special educational facilities are centralized, such as some special education classes, home economics, industrial arts, and vocational courses;

(c) special transportation between school and other facilities for educational purposes such as field trips, excursions, visits to museums, art galleries, and other educational institutions;

(d) special transportation to permit participation in out-of-school and extracurricular activities such as music festivals and sports' events.

Budgetary limitations usually dictate the extent of the services which may be provided, particularly under (c) and (d), where various arrangements are made to finance operation of buses.

Growth of Transportation Services

An examination of the data for the last twenty years reveals the extent of the growth in transportation, particularly at the elementary school level.

Elementary

The total elementary school enrolment in 1951 was 654,506 pupils with 28,001 or 4.3 per cent being transported (Table 1). During the decade from 1951 to 1961, the percentage doubled; between 1961 and 1971, it almost tripled to the point where one in every four pupils was being transported. The twenty-year period saw actual numbers increase by thirteen times from 28,001 to 373,880.

Secondary

Because of the greater distances to secondary schools, the proportion of secondary school students already being transported in 1951-52 was more than five times that of elementary school pupils (Table 1). From 1951-52 to 1961-62, the percentage being transported remained at 23.5, but between 1961-62 and 1971-72, it rose 6.3 per cent to 29.8. While the percentage increase is relatively small, the actual number of pupils transported rose from 31,320 to 171,166, or almost 450 per cent.

Distance and Routes

The total distance travelled daily by all school buses on all routes and the number of routes at each of the elementary and secondary levels also increased substantially (Table 2).

Elementary

In 1951-52, the average daily distance per route at the elementary level was almost 40 miles. By 1961-62, this distance had dropped to 34 miles, and in 1971-72, it had gone up to 36 miles. The average load per route in 1951-52 was 22.6 pupils. In 1961-62, it was 26.6; in 1971-72, 39.4. While any one of these ratios may not be too meaningful by itself, the comparisons are helpful as an indication of changes that have taken place. For some time, statistics were kept by distance categories (Table 3). Of

TABLE 1

ENROLMENT, PUPILS TRANSPORTED, PERCENTAGE TRANSPORTED

1951-52, 1961-62 to 1970-71[1], 1971-72[2]

School Year	ELEMENTARY Enrolment	ELEMENTARY Pupils Transported[b]	ELEMENTARY Percentage Transported	SECONDARY Enrolment	SECONDARY Pupils Transported[b]	SECONDARY Percentage Transported
1951-52	654,506[a]	28,001	4.3	133,556[a]	31,320	23.5
1961-62	1,163,053	102,623	8.8	299,177	70,293	23.5
1962-63	1,197,029	126,601	10.6	331,578	83,325	25.1
1963-64	1,233,164	154,578	12.5	364,210	93,028	25.5
1964-65	1,278,473	180,061	14.1	395,301	104,156	26.3
1965-66	1,320,043	235,241	17.8	418,738	96,798	23.1
1966-67	1,364,871	255,405	18.7	436,026	111,102	25.5
1967-68	1,405,052	289,040	20.6	463,736	125,176	27.0
1968-69	1,430,590	312,228	21.8	500,807	135,410	27.0
1969-70	1,456,117	320,212	22.0	530,679	158,012	29.8
1970-71	1,465,488	356,720	24.3	556,913	166,564	29.9
1971-72	1,456,840	373,880[2]	25.7	574,520	171,166[2]	29.8

Notes: [a] Net enrolment 1951-52, total enrolment 1961-62 to 1971-72.

[b] Pupils Transported means the number of pupils for whom regular transportation is being provided between home and school and between school and school, but does not include transportation for excursions, field trips, etc.

Sources: [1] Reports of the Minister of Education, 1951 and 1952 and 1961 to 1971 inclusive.

[2] Ministry of Education, 1973.

TABLE 2

PUPILS TRANSPORTED DAILY BY MILES AND ROUTES

1951-52, 1961-62 to 1970-71[1], 1971-72[2]

School Year	ELEMENTARY Pupils Transported	ELEMENTARY Number of Miles[a]	ELEMENTARY Number of Routes[b]	SECONDARY Pupils Transported	SECONDARY Number of Miles[a]	SECONDARY Number of Routes[b]
1951-52	28,001	49,430	1,241	31,320	56,347	1,026
1961-62	102,623	131,268	3,864	70,293	93,042	1,907
1962-63	126,601	139,822	4,242	83,325	104,445	2,136
1963-64	154,578	164,820	4,946	93,028	110,805	2,276
1964-65	180,061	182,629	5,513	104,156	119,251	2,522
1965-66	235,241	219,094	7,100	96,798	118,072	2,472
1966-67	255,405	227,664	6,648	111,102	129,197	2,525
1967-68	289,040	247,594	7,251	125,176	131,596	2,779
1968-69	312,228	290,716	7,709	135,410	152,772	3,105
1969-70	320,212	279,535	7,886	158,012	185,801	3,949
1970-71	356,720	340,586	9,044	166,564	210,983	4,354
1971-72	373,880	342,885	9,500	171,166	206,248	4,568

Notes: [a] Number of Miles means the distance pupils are transported between home and school and between school and school.

[b] Number of Routes means the number of round trips from starting point to destination and return to starting point.

Sources: [1] *Reports of the Minister of Education*, 1952 and 1962 to 1971.

[2] Ministry of Education, 1973.

TABLE 3

DISTANCES ELEMENTARY PUPILS TRANSPORTED

1961-62 to 1970-71[1], 1971-72[2]

Distance	1961-62		1962-63		1963-64		1964-65		1965-66		1966-67	
	No. of Pupils	%	No. of Pupils	%	No. of Pupils	%	No. of Pupils	%	No. of Pupils	%	No. of Pupils	%
Under 2 miles	4,717	4.6	14,185	11.2	23,440	15.2	30,110	16.7	41,013	17.4	49,402	19.3
2 to 12 miles	(97.906	95.4	105,579	83.4	123,603	80.0	140,592	78.1	183,184	77.8	192,978	75.6
12 to 25 miles	(		(6,837	5.4	(7,535	4.8	(9,359	5.2	8,369	3.6	10,100	4.0
25 to 45 miles	(		(		(		(		2,261	1.0	2,407	.9
45 miles or more	(		(		(		(		414	.2	518	.2
Totals	102,623	100.0	126,601	100.0	154,578	100.0	180,061	100.0	235,241	100.0	255,405	100.0

	1967-68		1968-69		1969-70		1970-71		1971-72	
Under 2 miles	55,301	19.1	66,933	21.4	72,172	22.5	78,639	22.1	90,194	24.1
2 to 12 miles	217,859	75.5	226,907	72.7	230,473	72.0	255,171	71.5	261,384	69.9
12 to 25 miles	12,540	4.3	14,325	4.6	15,905	5.0	21,072	5.9	20,403	5.5
25 to 45 miles	2,735	.9	3,326	1.1	1,476	.4	1,457	.4	1,588	.4
45 miles or more	605	.2	737	.2	186	.1	381	.1	311	.1
Totals	289,040	100.0	312,228	100.0	320,212	100.0	356,720	100.0	373,880	100.0

Sources: [1] Reports of the Minister of Education, 1962 to 1971.

[2] Ministry of Education, 1973.

particular significance is the increase in the proportion of students transported distances under two miles. From 1961-62 to 1971-72, the percentage rose from 4.6 per cent to 24.1 per cent.

Secondary

In 1951-52, the average daily distance per route was 54.9 miles. By 1961-62, the distance had dropped to 48.8 miles, and in 1971-72, it was 45.1 miles. The average load per route rose from 30.5 pupils in 1951-52 to 36.8 in 1961-62 and 37.5 in 1971-72. The proportion of the enrolment transported less than two miles rose from .7 per cent in 1961-62 to 5.5 per cent in 1971-72 (Table 4).

Factors Influencing Provision of Transportation

Several factors have had an effect on the amount of transportation provided. At the elementary level these include the establishment of central schools; the creation of senior schools embracing grades 7 and 8, or grades 6, 7 and 8; the extension of senior kindergarten classes for rural children; the expansion of the junior kindergarten program in urban areas; and increased provision for special education. At the secondary level, the factors include the assumption of responsibility for schools for the mentally retarded; the establishment of a wider variety of programs in composite schools; the resulting increase in the retention rate; and more recently the greater flexibility in school boundaries. At both levels the demand for extended service has resulted in substantial increases in the number of pupils transported, the proportion of the enrolment transported, and the number of routes provided.

Elementary

(a) Central Schools

The number of teaching areas per school, the number of schools in each category, and the total number of schools for the period 1961-62 to 1971-72 are given in Table 5. The phenomenal decline in the number of one-

TABLE 4

DISTANCES SECONDARY PUPILS TRANSPORTED

1961-62 to 1970-71[1], 1971-72[2]

Distance	1961-62 No. of Pupils	1961-62 %	1962-63 No. of Pupils	1962-63 %	1963-64 No. of Pupils	1963-64 %	1964-65 No. of Pupils	1964-65 %	1965-66 No. of Pupils	1965-66 %	1966-67 No. of Pupils	1966-67 %
Under 2 miles	523	.7	1,260	1.5	1,572	1.7	2,601	2.5	2,806	2.9	3,082	2.8
2 to 12 miles	69,770	99.3	63,593	76.3	70,711	76.0	78,577	75.4	69,737	72.0	81,539	73.4
12 to 25 miles			18,472	22.2	20,745	22.3	22,978	22.1	21,767	22.5	24,162	21.8
25 to 45 miles									2,291	2.4	2,163	1.9
45 miles or more									197	.2	156	.1
Totals	70,293	100.0	83,325	100.0	93,028	100.0	104,156	100.0	96,798	100.0	111,102	100.0

Distance	1967-68 No. of Pupils	1967-68 %	1968-69 No. of Pupils	1968-69 %	1969-70 No. of Pupils	1969-70 %	1970-71 No. of Pupils	1970-71 %	1971-72 No. of Pupils	1971-72 %
Under 2 miles	5,087	4.1	8,242	6.1	11,646	7.4	9,629	5.8	9,463	5.5
2 to 12 miles	92,743	74.1	98,109	72.5	105,968	67.0	111,659	67.0	115,300	67.4
12 to 25 miles	24,894	19.8	25,727	19.0	32,665	20.7	37,361	22.4	38,382	22.4
25 to 45 miles	2,260	1.8	3,172	2.3	7,069	4.5	7,010	4.2	6,954	4.1
45 miles or more	192	.2	160	.1	664	.4	905	.6	1,067	.6
Totals	125,176	100.0	135,410	100.0	158,012	100.0	166,564	100.0	171,166	100.0

Sources: [1] Reports of the Minister of Education, 1962 to 1971.

[2] Ministry of Education, 1973.

TABLE 5

SCHOOLS AND TEACHING AREAS

1961-62 to 1971-72

	Number of Teaching Areas by School									
	1	2	3	4	5	6-10	11-20	21-30	Over 30	
School Year	Number of Schools									Total
ELEMENTARY										
1961-62	2,989	724	322	369	193	1,061	1,018	199	59	6,934
1962-63	2,752	698	335	362	214	1,078	1,071	225	59	6,794
1963-64	2,418	672	299	354	237	1,162	1,116	241	59	6,558
1964-65	2,072	610	282	370	226	1,188	1,200	282	59	6,289
1965-66	1,463	530	252	358	223	1,225	1,269	325	62	5,707
1966-67	914	410	228	316	234	1,258	1,329	349	81	5,197
1967-68	530	317	220	293	219	996	1,578	483	125	4,761
1968-69	266	252	205	267	193	952	1,705	526	136	4,502
1969-70	146	187	173	221	177	1,195	1,630	504	123	4,356
1970-71	70	153	150	197	151	1,162	1,699	525	141	4,248
1971-72	48	116	127	181	155	1,107	1,810	542	121	4,207
SECONDARY										
1961-62	2	6	5	7	5	54	118	89	161	447
1962-63	2	2	5	5	4	49	111	88	191	457
1963-64	2	-	4	3	1	47	91	83	239	470
1964-65	2	-	1	5	1	39	93	89	253	483
1965-66	1	1	1	3	3	36	91	86	277	499
1966-67	1	-	-	4	1	36	81	76	312	523
1967-68	1	-	-	2	2	18	79	70	363	535
1968-69	1	-	-	2	2	22	75	59	392	553
1969-70	-	-	-	1	1	17	70	65	413	567
1970-71	-	-	-	1	2	13	54	66	433	569
1971-72	-	-	-	3	3	14	46	85	427	588

Source: Reports of the Minister of Education, 1961 to 1971.

room schools from 2,989 to 48 during this period documents the end of this organizational pattern as a significant factor in the education of children of the Province. Less dramatic, but still substantial, was the decline in the number of two-room, three-room, and four-room schools during the same period. In 1961, there were 4,404 schools with fewer than five teaching areas; in 1971, only 472. The unavailability of qualified teachers in many rural communities during the 1960's undoubtedly accelerated the movement to provide central schools. The existence of larger units of administration made it possible to organize and finance building projects to accommodate pupils of many former, smaller schools. In some cases, increasing enrolments resulted in additions to existing schools that moved them out of the "small school" category. But, on the whole, the decline in this category represents an elimination of schools within walking distance of the pupils' homes. The result was a substantial increase in the number who had to be transported.

Although the closing of small schools added to the cost of transportation, it produced other financial and educational gains. Many one-room schools had small enrolments so that when several of them were replaced by a central school fewer classrooms were required to accommodate the same number of pupils. There was also a corresponding reduction in the number of teachers. At the same time, the possibility of securing better teachers in a central school was much greater. Each teacher was, moreover, responsible for a smaller proportion of the total program for grades 1 to 8 and was, therefore, able to devote more time to the levels that she taught and to the individual pupil. The opportunities for specialization in the areas of music, art, physical education, home economics and industrial arts were also greatly enhanced. On balance, it is obvious that substantial gains were made towards greater equality of educational opportunity for students who were transported to central schools.

(b) Senior Kindergartens

The establishment of the County school boards gave a real impetus to the provision of senior kindergarten classes for rural children. Prior to 1969, some of the larger units had been able to establish these classes but they were not prevalent. Until then, rural school boards had been preoccupied with the provision of accommodation for grades 1 to 8. But with the combining of urban areas, where kindergarten classes were already part of the program, with rural areas under the same board, it was natural that the same service should be extended for rural children. A large proportion of the total five-year-old population now attends the senior kindergarten. Because of distance, transportation has had to be provided for many of these young children, and their numbers have contributed to the increase in the proportion of the total enrolment transported. Again, a greater equality of opportunity has been achieved by extension of the kindergarten program to children living in areas where it was not previously available.

(c) Junior Kindergartens

The authority of school boards to establish junior kindergartens has been in the legislation in Ontario for many years. Urban centres such as Toronto and Ottawa began some classes years ago. More recently, this program has been extended by boards, particularly in large centres, until almost all four-year-olds can attend. Other boards have made some progress in the establishment of these classes in urban centres. It would seem, however, that parental unwillingness to have young children transported the considerable distances involved will reduce the possibility that rural children will take advantage of this program to any great extent. Where the junior kindergarten program is instituted, there will likely be a demand to provide transportation for children who live more than a short distance from the school.

(d) Special Education

A characteristic of educational development in the last six to eight years has been a greater recognition of the needs of children with special physical, mental, emotional and other learning handicaps. As part of the attempt to provide greater opportunity for them, transportation services have been extended to enable them to attend school regularly, to get them to special classes with highly qualified teachers, and to ensure their safety when they are unable to take care of their needs without help. Much of the transportation of these children in urban centres is done by contract with taxi companies for limited numbers on each route.

Secondary

(a) Classes for Mentally Retarded

With the creation of the County boards of education in 1969, responsibility for classes for the mentally retarded was assumed by the secondary school panel. Formerly, provision for these children, to the extent that it existed, had been made by local associations outside the regular school system. The inclusion of these children in the school enrolment added to the number for whom school boards had to provide transportation. For them, the normal level of service provided for other pupils was inadequate. It was usually necessary to transport them to a school other than the one nearest their places of residence since classes for them could not be established in every school.

(b) Composite Schools

The building program, especially in the first half of the 1960's, permitted a change of emphasis in many secondary schools from the strictly academic to the composite type embracing technical and vocational courses. The result was a substantial increase in the retention rate because many students for whom the academic program held little or no interest now found courses which appealed to them and in which they had greater opportunity to succeed. Some school systems concentrated the technical and vocational programs in certain schools and transported students from other schools where these courses were not offered. The policy of increasing the number of programs and courses necessitated the closing of some of the remaining small secondary schools. In 1961, there were 79 schools with ten or fewer teaching areas whereas in 1971, there were only 20 of this size. Because of these three developments, a greater number of pupils required transportation.

(c) Retention Rates

During the last twenty years there has been a substantial increase in the retention rates in the secondary schools (Table 6). The rise of 26.2 per cent from 42.3 per cent to 68.5 per cent in the period from 1951 to 1961 was a remarkable accomplishment. The further increase of 12.0 per cent from 1961 to 1971 was also noteworthy when it is considered that the figure of 80.5 per cent may be approaching the maximum proportion of the population group that can be expected to want to continue formal education at that period in life. Indeed, the number now deciding to pursue other endeavours before completing the secondary school program suggests that 80.5 per cent may be above a realistic maximum.

The percentage of the total secondary school population transported in 1951 and 1961 was the same at 23.5 per cent. Between 1961 and 1971, the percentage rose by 6.3 per cent. It seems valid, therefore, to assume that the higher retention rates contributed significantly to the total numbers transported.

(d) School Boundaries

With the development towards greater flexibility in school boundaries, students are given some leeway in the choice of the school they attend. York County, for example, permits a student to attend the Thornlea Sec-

TABLE 6

RETENTION RATES

1951, 1961, 1971

School Year	Population 15-19	(A)[c] Secondary School Enrolment 11-22+	(B)[d] Secondary School Enrolment 15-19[b]	(C) Elementary and Secondary Enrolment 15-19	Per Cent (A)[4]	Per Cent (B)	Per Cent (C)
1951-52	315,685[1]	133,556[a]	122,112	131,547	42.3	38.7	41.7
1961-62	436,883[2]	299,177	197,535	236,781	68.5	45.2	54.2
1971-72	713,360[3]	574,520	430,054	446,431	80.5	60.3	62.6

Notes: [a] Net enrolment.

[b] Grades 9 to 13 and Senior Auxiliary.

[c] Column (A) is the total enrolment including those under 15 and over 19.

[d] Column (B) does not include students under 19 who will have graduated from grade 13 or grade 12 and who may be pursuing further education in university or other post-secondary institutions.

Sources: [1] Census of Canada, 1951, Dominion Bureau of Statistics, Volume 1, Queen's Printer and Controller of Stationery, Ottawa, 1953, pp. 23-40.

[2] Census of Canada, 1961, Dominion Bureau of Statistics, Catalogue: 92-543 (Vol: I - Part: 2), Bulletin 1.2-3, 1962, p. 26-2.

[3] Census of Canada, 1971, Statistics Canada, Advance Bulletin, Catalogue: 92-756 (AP-5), September, 1972, p. 4.

[4] Reports of the Minister of Education, 1951, 1961 and 1971.

ondary School or the Aurora High School. The two schools differ in the approach they take to the academic program, the expectations they set for the students, and the pattern of evaluation they follow. For a variety of reasons, some students are opting for a particular type of school. While the impact on the amount of transportation provided because of the relaxation of boundary limits is still minimal, it has resulted in some increase of service.

Distances Transportation Provided

Elementary

The percentage of the total enrolment transported under two miles rose from 4.6 per cent in 1961-62 to 24.1 per cent in 1971-72 (Table 7). In actual numbers transported less than two miles the increase was from 4,717 to 90,194 or 85,477 pupils. Although there were increases in the numbers transported from two to 12 miles during the period 1962-63 to 1971-72 and in the numbers transported 12 to 25 miles from 1962-63 to 1970-71, the most significant change by far was in the proportion and numbers transported under two miles. While a great deal is heard of the problems of young children who must spend long periods of time on school buses, it should be noted that in 1971-72 only .4 per cent travelled between 25 and 45 miles for a total of 1,588 pupils. The percentage travelling over 45 miles per day in 1971-72 was .1 per cent for a total of 311 pupils.

Secondary

At the secondary level, the proportion of the enrolment transported under two miles in 1961-62 was .7 per cent. By 1971-72, this proportion had risen to 5.5 per cent or in actual numbers from 523 to 9,463 pupils. There was also a slight increase in the proportion of students transported from 25 to 45 miles, but in 1971-72 it was still only 6,954 of a total of 171,166. Those transported over 45 miles represented .6 per cent

TABLE 7

PUPILS TRANSPORTED, NUMBER AND PERCENTAGE TRANSPORTED UNDER TWO MILES BY REGION

1970-71, 1971-72

ELEMENTARY

		1970-71 Pupils Transported			1971-72 Pupils Transported		
		Total	Under Two Miles	Per Cent	Total	Under Two Miles	Per Cent
Region	1	10,528	1,930	18.3	11,965	2,692	22.5
	2	25,484	6,533	25.6	25,420	6,397	25.2
	3	23,919	3,618	15.1	24,624	3,509	14.3
	4	49,407	7,614	15.4	53,599	10,074	18.8
	5	44,339	7,435	16.8	45,263	8,784	19.4
	6	40,219	10,561	26.3	40,767	11,192	27.5
	7	39,896	11,857	29.7	46,457	15,361	33.1
	8	30,824	9,046	29.3	32,424	10,900	33.6
	9	42,392	5,123	12.1	42,425	5,275	12.4
	10	49,712	14,922	30.0	50,936	16,010	31.4
		356,720	78,639	22.0	373,880	90,194	24.1

Source: Ministry of Education, 1973.

of the total or 1,067 students.

General

The greatest proportion of pupil transportation at both levels in 1971-72 is provided within the range of two to 12 miles: 69.9 per cent elementary and 67.4 per cent secondary. The major change in the period 1961-62 to 1971-72 was in the proportions transported under two miles. Without question, several of the factors to which reference has been made have worked to increase the amount of the transportation provided. But it is largely because of the extension of service by boards that the increase in those transported under two miles has occurred. Undoubtedly, the desire to afford protection against the dangers represented by four-lane highways, railway crossings, heavily-travelled traffic arteries, and lack of pedestrian walkways has prompted some provision of transportation for short distances. But a large proportion of the transportation of pupils under two miles can be attributed to the decision of school boards to extend the service to more students living within the two mile range.

An examination of Table 7 shows that some Regions have far exceeded others in terms of the proportion of students at the elementary level transported under two miles. And the differences are puzzling; for example, in Region 1 and in Region 2 centred on Thunder Bay and Sudbury respectively, where weather conditions might be expected to result in a higher proportion of pupils under two miles being transported, the percentages in 1971-72 were 22.5 and 25.2 respectively. In Regions 7 and 8, centred on Metropolitan Toronto but including some counties as well, the proportions at 33.1 per cent and 33.6 per cent were the highest in the Province. In Region 10, which is centred on Ottawa and which includes several counties, the percentage was 31.4

Analysis of the data for 1971-72 for all boards in Ontario showed that 35 elementary school boards reported that more than one-third of the pupils transported were carried distances under two miles. Of these boards, 13 reported that such pupils represented more than 50 per cent of the total transported. A sample of actual cases is given below:

Type of Board	Total Pupils Transported	Total Pupils Transported Under Two Miles	Percentage Transported Under Two Miles
(A) Rural	3,534	2,168	61.9
(B) Urban	5,280	2,912	55.1
(C) Urban	5,085	4,458	87.6
(D) Urban	1,921	1,524	79.3

The creation of central schools means that more children in rural areas live more than two miles from school and are, therefore, included in distance categories in excess of two miles. But it would seem that the tendency in the largest urban areas is to provide a high level of transportation service to children who live within two miles of the schools they attend.

Cost of Pupil Transportation

An analysis of the expenditures for transportation as a percentage of the total expenditures by all boards, shows the extent of the increase for transportation services (Table 8). While the overall costs for education during the last decade increased at a rapid rate, the proportion of the boards' budgets allocated to transportation increased at an even more rapid rate, rising from 2.85 per cent to 3.56 per cent of the boards' budgets. In actual amounts the expenditures for all transportation have increased from $16,970,000 in 1962 to an estimated amount of $70,946,000 in 1972.

Another perspective on cost increases can be gained by examining the total expenditures by boards for transportation at the elementary and secondary levels, the cost per pupil, and the cost per mile (Table 9). These figures are for the transportation of pupils between home and school and between school and school but do not include the costs of additional transportation which may have been provided for a number of other reasons.

TABLE 8

SCHOOL BOARD EXPENDITURES, TRANSPORTATION COSTS, PERCENTAGE COST FOR TRANSPORTATION 1962-1970[1], 1971[2], 1972[2,3]

Calendar Year	School Board Expenditures (000)	Transportation Costs (000)	Transportation Percentage
1962	$ 595,439	$16,970	2.85
1963	642,266	19,118	2.98
1964	735,714	21,617	2.94
1965	814,693	25,526	3.13
1966	931,832	30,401	3.26
1967	1,111,223	35,853	3.23
1968	1,291,595	41,840	3.24
1969	1,491,968	51,985	3.48
1970	1,702,420	59,126	3.47
1971	1,860,167	64,768	3.48
1972	1,994,747	70,946	3.56

Sources: [1] Reports of the Minister of Education, 1963 to 1971.

[2] Ministry of Education, 1973.

[3] Estimates.

TABLE 9

REGULAR PUPIL TRANSPORTATION COSTS

TOTAL AND UNIT COSTS

1951-52 to 1970-71[1], 1971-72[2]

	ELEMENTARY			SECONDARY		
School Year	Total Cost[a]	Cost Per Pupil Per Day[b]	Cost Per Mile[c]	Total Cost[a]	Cost Per Pupil Per Day[b]	Cost Per Mile[c]
1951-52	$ 1,703,584	$ .30	$ .17	$ 2,991,054	$ .48	$ .27
1952-53	1,701,890	.31	.22	3,361,844	.50	.28
1953-54	2,630,019	.47	.27	3,385,136	.49	.28
1954-55	2,872,811	.35	.23	3,820,200	.47	.29
1955-56	3,209,831	.34	.26	4,131,117	.47	.30
1956-57	3,490,378	.35	.24	4,807,237	.48	.30
1957-58	3,940,740	.36	.25	5,375,244	.48	.31
1958-59	4,270,864	.38	.24	5,874,747	.48	.31
1959-60	6,891,968	.45	.30	6,426,848	.52	.35
1960-61	7,890,800	.43	.31	7,413,400	.53	.39
1961-62	8,446,600	.41	.32	7,523,000	.54	.40
1962-63	9,735,200	.38	.35	8,801,000	.53	.42
1963-64	11,928,800	.39	.36	9,604,000	.52	.43
1964-65	14,244,400	.40	.39	10,598,000	.51	.44
1965-66	18,339,000	.39	.42	10,436,600	.54	.44
1966-67	20,188,800	.40	.44	11,871,600	.53	.46
1967-68	23,406,796	.40	.47	13,061,590	.52	.50
1968-69	26,283,738	.42	.45	14,222,443	.53	.47
1969-70	27,923,210	.44	.50	19,108,960	.60	.51
1970-71	32,973,056	.46	.48	19,866,238	.60	.47
1971-72	35,525,600	.48	.52	20,824,200	.61	.50

Notes: [a] Total Cost means the expenditures by all school boards for regular transportation between home and school and between school and school.

[b] Cost Per Pupil Per Day means the Total Cost divided by the number of school days (200) to find the total cost per day. The result is then divided by the number of pupils being transported.

[c] Cost Per Mile means the Total Cost divided by the total number of miles pupils are transported each day.

Sources: [1] Reports of the Minister of Education, 1952 to 1971.

[2] Ministry of Education, 1973.

Elementary

The increase in the total expenditures for transportation at the elementary level increased from $1.7 million in 1951-52 to $8.4 million in 1961-62 and to an estimated $35.5 million in 1971-72. The expenditure in 1971-72 was, therefore, twenty times the amount in 1951-52. The cost per pupil day, however, went from 30¢ to 48¢, a 60 per cent increase. The cost per mile went up from 17¢ to 52¢, slightly more than 200 per cent.

Secondary

The total cost of transportation at the secondary level increased from almost $3 million in 1951-52 to $7.5 million in 1961-62, to an estimated $20.8 million in 1971-72. The cost per pupil day rose from 48¢ to 61¢ or 27 per cent, while the cost per mile increased from 27¢ to 50¢; that is 85 per cent.

Analysis of Costs

A summary of the data for the years 1951-52, 1961-62, and 1971-72 shows the cost trends (Table 10). Two major factors account for the substantial increase in total expenditures for transportation: the tremendous increase in enrolment and the greatly increased proportion of students for whom service was provided, particularly at the elementary level. The two together create a multiplier effect as the combined costs for both elementary and secondary levels show:

Year	Cost
1951-52	$ 4,694,638
1961-62	15,969,600
1971-72	56,349,800

The other significant factors in these figures are the increases in the cost

TABLE 10

SUMMARY OF TRANSPORTATION DATA

1951-52, 1961-62, 1971-72

School Year	Enrolment	Pupils Transported	Percentage Transported	Daily Number of Miles	Daily Number of Routes	Cost Per Pupil Per Day	Cost Per Mile Per Day	Total Cost
ELEMENTARY								
1951-52	654,506[a]	28,001	4.3	49,430	1,241	$ .30	$ .17	$ 1,703,584
1961-62	1,163,053	102,623	8.8	131,268	3,864	.41	.32	8,446,600
1971-72	1,456,840	373,880	25.7	342,885	9,500	.48	.52	35,525,600
SECONDARY								
1951-52	133,556[a]	31,320	23.5	56,347	1,026	.48	.27	2,991,054
1961-62	299,177	70,293	23.5	93,042	1,907	.54	.40	7,523,000
1971-72	574,520	171,166	29.8	206,248	4,568	.61	.50	20,824,200

Note: [a]Net enrolment.

Source: Reports of the Minister of Education, 1951 and 1952, 1961 and 1962, 1971.

per pupil and the cost per mile as shown below:

Year	Elementary Cost Per Pupil	Elementary Cost Per Mile	Secondary Cost Per Pupil	Secondary Cost Per Mile
1951-52	$ .30	$ .17	$ .48	$ .27
1961-62	.41	.32	.54	.40
1971-72	.48	.52	.61	.50

Another perspective on the increase in total costs can be gained by allocating the amount of the increase among the major factors contributing to it. For example, of the increase of $40.4 million between 1961-62 and 1971-72, the sum of approximately $7.7 million was due to increased unit costs per mile and per day. The remaining $32.7 million resulted from the increase in the numbers transported. Of the latter amount, about $16 million was due to the increased percentage of the total enrolment for whom transportation was provided.

The change in the level of service whereby many more pupils were transported for distances under two miles, accounted for a substantial part of the increased costs between 1961-62 and 1971-72. The increase at the elementary level from 4.6 per cent of the enrolment in 1961-62 transported under two miles to 24.1 per cent of the enrolment in 1971-72 accounted for 72,996 additional pupils. The comparable figure at the secondary level was 8,265 pupils, making a total of 81,261. While certain other factors may have necessitated some additional transportation in the under-two-mile category, there is no doubt that the extension of service to pupils who had not previously been transported within this distance was responsible for the major part of the additional cost. At the rates in 1971-72, namely 48¢ per pupil at the elementary level and 61¢ per pupil at the secondary level, the costs for the extra pupils were $7,007,616 and $1,008,330 respectively, for a total of $8,015,946.

School boards have to decide whether they will provide transportation for other pupils who live near enough to school to walk the distance. It is undoubtedly true that traffic, safety, and pupil handicaps should enter into the decision to provide transportation. That admitted, the need for other transportation services is not so easily established. To a considerable extent it is a matter of a board's priorities and the financial resources available for commitment to this purpose in the light of all the needs for which provision must be made.

Cost Comparison: Ontario and Other Provinces

Table 11 provides some information about the costs of all pupil transportation in the provinces and territories. The per pupil costs were calculated by taking the total expenditure on a calendar year basis for all types of transportation in each jurisdiction and dividing the figure by the total enrolment as reported for the same jurisdiction. There are serious limitations to the use of these data for comparison purposes. For example, no distinction is made between the costs for elementary and secondary levels where the extent of the provision of central and composite schools respectively is bound to have a considerable impact. A second and even more significant limitation is that total enrolment is used to develop the unit cost rather than the number of pupils transported. Consequently, it is possible that high cost transportation provided for a small proportion of the school population in a jurisdiction could result in the most favourable unit cost. It would be much more meaningful, although not conclusive, if the costs were calculated on the basis of the number of pupils transported, but these data have not been provided on a national basis.

In spite of the limitations described, the unit costs do provide some ground for comparison since they were calculated on a similar basis for all jurisdictions listed. On this basis, the expenditure per pupil enrolled for transportation in Ontario in 1970 was 20 per cent less than the cost per pupil enrolled for all of Canada. The figure of $29.24 was the fourth lowest. The increase in the cost per pupil enrolled in Ontario for the period 1960 to 1970 was less than the increase for all of Canada. The percentage increase was near the median of percentage increases for the eleven jurisdictions reporting. The

TABLE 11

PUPIL TRANSPORTATION

COST PER PUPIL ENROLLED

1960 to 1970

	1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970
British Columbia	$ 7.71	$ 7.65	$ 7.58	$ 7.63	$ 7.82	$ 8.26	$ 9.00	$ 9.84	$10.91	$11.48	$12.44
Alberta	31.49	31.88	32.14	32.20	33.49	35.00	37.32	40.92	43.84	46.26	47.47
Saskatchewan	27.44	29.70	33.36	35.73	40.95	47.42	50.04	54.08	56.11	56.96	59.29
Manitoba	15.26	16.64	17.20	17.83	19.05	20.91	23.63	28.29	32.90	34.20	36.25
ONTARIO	9.55	10.27	11.10	11.97	12.92	14.68	16.88	19.19	21.66	26.17	29.24
Quebec	6.15	6.89	8.05	8.81	10.28	16.21	19.68	30.41	34.89	40.77	50.77
New Brunswick	8.76	9.34	9.92	10.00	10.06	11.54	13.47	18.56	23.29	26.76	29.85
Nova Scotia	12.68	14.15	15.22	15.49	16.69	18.80	21.32	22.33	27.27	33.76	33.69
Prince Edward Island	4.66	4.79	5.77	6.80	8.04	21.09	21.87	19.54	22.98	26.83	62.90
Newfoundland	4.56	5.00	5.42	5.45	7.04	7.66	12.19	10.08	14.46	18.49	19.64
Yukon and North West Territories	11.29	17.96	22.94	21.37	27.33	80.32	85.47	92.20	57.59	55.51	21.86
CANADA	11.21	11.95	12.85	13.54	14.82	17.87	20.38	25.06	28.30	32.26	36.71

Note: The calculation is based on the total costs for transportation as defined by the jurisdiction divided by the total enrolment of the schools.

Source: Calculations were made from data supplied by Statistics Canada.

transportation cost in Ontario per pupil enrolled in 1970 was the third lowest in Canada when expressed as a percentage of the total cost per pupil enrolled. The Ontario figure was 3.48 per cent while the highest was 9.29 per cent and the lowest was 1.77 per cent. The median was 5.85 per cent.

On the basis of these calculations - their limitations recognized - it would seem that transportation expenditures in Ontario are not out of line in the amount expended per pupil enrolled, the increase in the cost per pupil enrolled, and in the proportion of the budget per pupil enrolled.

CHAPTER 3

SURVEY OF TRANSPORTATION

As part of its study, the Committee developed a Transportation Survey questionnaire which it sent to a representative group of school boards in the fall of 1972. A copy of the survey form is included in this Report as Appendix A. The purpose of the survey was to provide the data from which to make some comparisons among school boards and some comparison of school boards with provincial averages. The survey was mailed to 42 school boards. Replies were received from 31 of them. Boards from nine of the ten educational Regions of the Province were included in the returns.

The total estimated number of pupils to be transported by the survey boards in 1971-72 was 123,000 or 22.6 per cent of the total for the Province. The budgeted expenditures by the reporting boards for transportation in 1972 was $17.6 million which is 24.8 per cent of the total amounts budgeted for transportation by all boards for 1972.

As might be anticipated, the great number of variables in pupil transportation can influence comparisons among boards. Factors such as differences in distance travelled by pupils depending on the location of homes along a bus route, the number and proximity of residences from which pupils come, the size of the load, the miles travelled by an empty bus to return to its base after completion of its route, the efficiency of the route design, the nature of the roads and terrain - all play a part in determination of costs for a route. They may account for differences in the cost of routes from board to board or for the cost of a route within the same board's operations from year to year. For these reasons it was considered necessary to secure the unit costs per pupil day and per mile.

Percentage of Enrolment Transported

As indicated earlier, Table 1 shows the number of pupils and the percentage of enrolment transported for all boards in the Province. It reveals a pattern of steadily increasing figures at the elementary level and a levelling off for the past three years at the secondary level. These trends occurred in spite of a decline in enrolment in 1971 in the elementary schools and a continuing increase in enrolment at the secondary level. The survey data are consistent with these developments. Board-to-board comparisons, however, show wide differences in the percentage of pupils being transported; for example, two boards in adjacent geographic areas reported that the following percentages of their school populations were transported in 1972:

PERCENTAGE OF ENROLMENT TRANSPORTED, 1971-72

Board	Elementary Per Cent	Secondary Per Cent
A	40	52
B	74	100

For the complete survey, the percentage of the enrolment transported ranged from 19 to 100.

Cost of Transportation

(a) Regular Transportation

The first area examined was regular transportation which includes transportation of pupils between home and school and between school and school. Because this is the most common type of service provided for the great majority of those transported, an attempt was made to isolate the costs by board. In this way the expenditures would be for as common a service as possible, thereby enhancing the comparability of the figures. Not all boards were able to isolate these costs while others made estimates. Part of the difficulty preventing the separation of cost figures arises from the fact that some pupils requiring special education use the same buses and routes as regular pupils to achieve greater efficiency of operation.

Twenty-eight boards in the sample reported costs per student per day; 16

gave costs per mile, with nine of these being costs per bus mile travelled, while seven provided the cost per pupil mile. Using these data, we made comparisons of boards in both elementary and secondary panels, within geographic areas, and in terms of trends in the unit costs.

The data revealed wide variations in unit costs; for example, seven boards in the same geographic educational Region, all transporting approximately the same number of students, reported costs for 1971 as follows:

(a) Cost per pupil per day (1971)

(i) By individual board
Elementary: $.94, $.78, $.69, $.64, $.84, $.71, $.62
Secondary: $1.36, $1.15, $.86, $1.01

(ii) By Provincial average
Elementary: $.46
Secondary: $.60

(b) Cost per mile (1971)

(i) By individual board
Elementary: $.29, $.46, $.36
Secondary: $.29, $.54

(ii) By Provincial average
Elementary: $.48
Secondary: $.47

(c) Cost per pupil mile (1971)

By individual board
Elementary: $.0004, $.028
Secondary: $.0007

These examples typify the spread in unit costs that were characteristic not only of boards in the same geographic area but also of those across the Province.

With the extension of the opportunity to attend kindergarten to children in rural areas, boards have given consideration to the best and most economical methods of providing transportation for them. Normally, a kindergarten pupil would attend for a half day each school day. This system requires the pupil to be transported to school in the morning and returned home at noon hour. Then a second group is picked up at noon hour and returned home at the close of school in the afternoon. Educationally, this procedure is considered desirable. Some boards have, however, considered, and a number of them have instituted, the alternate full-day kindergarten pattern. Under this arrangement, a kindergarten pupil is picked up in the morning and remains at school until closing in the afternoon like any other pupil. But he comes to school only every second school day. Obviously, then, there should be a considerable saving in transportation costs.

The amount of any saving under the alternate full-day kindergarten is affected by several factors. There are certain fixed charges such as those for depreciation, insurance, and licence that must be paid to put the vehicle on the road in the first place. No saving is possible in these costs. Operating expenditures for fuel, oil, and probably wages are reduced considerably because of the lesser mileage driven so that it is in these items that savings can be realized. For boards represented in our survey, the estimated savings ranged from zero to $100,000, with no consistency by size of board. The forecasts of financial savings were so inconsistent that they were considered unreliable.

The educational implications of the alternate full-day kindergarten are not easily determined. A study[1] conducted by one board showed that there were 17 boards using this organizational pattern in 1969-70. Comparisons with the half-day regular kindergarten on such factors as physical fatigue, emotional adjustment, readiness for beginning reading, and parent and teacher acceptance were inconclusive. The only justifiable conclusion is in the form of an hypothesis that substantial financial savings are possible and that the effects in terms of learning disadvantages are minimal. The major issue to be decided is whether the possible financial savings on transportation will be more than offset by unachieved educational objectives. This is an area that requires well-designed research conducted by professionally competent researchers.

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[1] Kindergarten Survey, The Stormont, Dundas and Glengarry County Board of Education, Cornwall, April 16, 1971.

(b) Special Education

For purposes of the survey, transportation in the area of special education did not include service for the handicapped and trainable retarded pupils. The data reported for the remainder, even allowing for the route combinations with regular transportation for greater efficiency referred to earlier, were inadequate. Some were estimates and some were incomplete for the years under review. Of the 31 boards reporting, however, nine reported unit costs that were high by comparison with regular transportation costs. The results were in accordance with anticipated levels because of the special nature of the service provided.

(c) Trainable Retarded Pupils

The use of vehicles for the transportation of small groups of "pupils who for physical, mental or emotional reasons, are unable to use regular transportation",[2] has a high cost potential. Trainable retarded pupils are included in this definition. Seventeen of the 19 secondary school boards reporting provided data for this category. The ratio of children to vehicle was quite low at about three to five pupils to each vehicle. The survey data included responses from three comparable counties transporting similar numbers of pupils. The ratio of pupils to vehicle was 9:1, 7:1 and 9:1. The third board showed an increase in the number of vehicles since the ratio had been 12:1 in 1969 and had dropped each year thereafter. The board reported that the additional vehicles had been provided in response to a demand for improved service and not because of any route changes resulting from different pick-up points for pupils. The range in the total number of pupils transported by the 17 boards was from six to 230.

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[2] Instructions re Pupil Transportation for the School Year, July 1972 - June 1973, Form ME300 (7/72), Ministry of Education, Ontario, Toronto, July, 1972, p. 2.

The reports of cost per pupil per day were as high as $6.68 and as low as $1.39, with the majority being in the $2.00 to $2.50 range. These costs are approximately three to four times the costs for regular secondary school transportation for these boards. It is interesting to note that the two extremes in costs represent boards serving adjoining and similar geographic areas and which are transporting about the same number of trainable retarded pupils. While there are factors, such as mileage transported, that might account for a considerable variation in cost, they would not account for the extremes represented by these figures. The data provided in the survey were not adequate to permit a full analysis of the discrepancy in cost in the example used.

(d) Handicapped Pupils

For provision of transportation purposes, handicapped children are included in the definition quoted in the preceding section. Fourteen of 16 elementary school boards reporting provided data for this category. The number of pupils transported by board ranged from two to 170. There was a common low ratio, usually two to four pupils per vehicle. The costs per pupil per day varied from $1.87 to $8.25, with the majority in the range from $2.00 to $2.50. These costs were about five times the unit costs for regular transportation provided by these boards at the elementary level.

While it is recognized that special provision in the area of transportation services must be made for the trainable retarded and the handicapped, the common low ratio of pupils to vehicle with attendant high costs suggests that the organization and conduct of these services should be studied in some detail. It is quite possible that cost savings could be achieved by an increase in the number of pupils transported per vehicle without any deterioration in the level of service. This possibility is confirmed by another study[3] completed in 1972.

Influence of Geographic Factors on Cost

A review was made of the variations in cost per vehicle mile travelled for all transportation routes in each of the ten educational Regions of the Province. The averages for each Region and for the Province as a whole are set out in the following table:

TABLE 12

TRANSPORTATION ON ALL ROUTES, 1971-72

	Cost Per Mile Per Day	
Region	Elementary	Secondary
1	$ .36	$ .38
2	.67	.60
3	.39	.41
4	.53	.53
5	.49	.43
6	.57	.55
7	.64	.54
8	.50	.47
9	.57	.84
10	.50	.46
Provincial	.52	.50

Source: Ministry of Education, 1973.

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[3] Improving School Transportation in Waterloo County, A Report Prepared for the Waterloo County Board of Education by Peter Barnard Associates, Toronto, April, 1972, p. 104.

The range at the elementary level by Region is from 36¢ to 67¢ per mile per day, while the figure for the Province is 52¢. For the secondary panel, the corresponding range is from 38¢ to 84¢ with the Provincial average 50¢. It is surprising that the lowest rate at both levels is in Region 1 with Thunder Bay as the centre. The next lowest rates at both levels were in Region 3 with North Bay as the centre. But in Region 2 with Sudbury as the centre, the rates were highest at the elementary level and second highest at the secondary level. The highest rate of all was for transportation of secondary pupils in Region 9 with centre at Kingston. While it was expected that a number of variables would account for some difference, it was not anticipated that the spread in cost per mile travelled would be so great or that there would be the extreme variation in unit costs between adjoining Regions.

While the above results were for the transportation provided on all routes, an examination of similar data for the surveyed boards revealed the same kind of cost variation by geographic educational Region.

Cost Trends

The data provided by the survey were for the four-year period from 1969 to 1972 inclusive. These data show a definite trend towards higher costs. Eleven boards had regular increases in their costs per mile and 21 boards in their costs per day over the four-year period. The increases are, however, smaller during the latter two years; for example, the costs per day in 1971 and 1972 for 11 boards showed increases under five per cent and only four had increases exceeding ten per cent.

Particular attention was given to the possibility that transportation costs might have been affected by the creation of the County school boards on January 1, 1969. Since transportation agreements in effect in September, 1968, were assumed by the new boards and were continued until at least June 30, 1969, the first opportunity for change was in September, 1969. The following data from Table 9 illustrate the changes in unit costs for the period:

School Year	Cost Per Pupil Per Day		Cost Per Mile	
	Elementary	Secondary	Elementary	Secondary
1968-69	$ .42	$ .53	$ .45	$ .47
1969-70	.44	.60	.50	.51
1970-71	.46	.60	.48	.47
1971-72	.48	.61	.52	.50

Since these data include the costs for school jurisdictions where no change was made in 1969, it is difficult to determine the impact of the larger units. However, since the cost per mile at the elementary level was 47¢ in 1967-68 and 48¢ in 1970-71, while at the secondary level it was 50¢ per mile in 1967-68 and 50¢ in 1971-72, we concluded that no unusual cost changes between 1968-69 and subsequent years could be attributed to the formation of the County school boards.

General

Using the data provided in the annual Reports of the Minister of Education and the data secured from the survey, we attempted to compare and analyse transportation services and costs by school board, for different types of pupils, by year, by geographic areas, by unit per pupil and per mile. This task was made difficult, and in some instances impossible, because of incomplete cost data, inconsistent methods in record-keeping, and lack of information about vehicles, routes and personnel involved.

CHAPTER 4

OPERATIONAL AND ADMINISTRATIVE PRACTICES OF SCHOOL BOARDS

As might be anticipated, there are wide differences in the manner in which individual boards provide for the operation and administration of their transportation services. Factors such as the number of pupils transported, the geographic area to be served, the availability of transit facilities, the costs involved, the size of the school system organization, and the like - all influence the procedures adopted to solve the problems involved.

Studies Conducted by School Boards

We have been impressed by the efforts of boards to make their transportation services safe, efficient, and reliable. Board officials have indicated a high degree of concern about and responsibility for the welfare of the pupils for whom transportation is provided. From the survey data, the following list of studies done either by a school board or on its behalf has been compiled.

	Subject	Number of Boards
(a)	Board owned vs. contracted vehicles	21
(b)	Transportation services for special education pupils	5
(c)	Shared services	
	(i) Between elementary and secondary panels of boards of education	8
	(ii) Between boards	13
	(iii) With other transit operators	5
(d)	Computer designed routes	5
(e)	Utilization of board-owned vehicles	12
(f)	Alternate full-day kindergarten	16
(g)	Dropout rate among pupils transported	3
(h)	Academic performance of pupils transported	1
(i)	Instructional use of time spent on buses	1

This impressive evidence of self-examination was derived from our sample of only 31 school boards. The results of these and other studies have been considered and, in a number of cases, adopted and instituted in the jurisdictions where they were developed. Other boards have also moved to improve their operations as a result of the same studies. There are, for example, many cases of shared services by boards, of the transportation of pupils at both elementary and secondary levels on the same bus, of the use of "staggered" school opening times to reduce the number of vehicles required, and of computer-designed routes.

Board-Owned versus Contracted Vehicles

As indicated from our survey data, 21 of 31 boards have studied the relative merits of providing their own transportation service and of contracting for bus services from private operators. There are difficulties with both methods of delivery of services. If all transportation is provided by contract between the board and one major operator, there is a lack of flexibility to meet new requirements, unusual circumstances, and desirable changes. If the board owns its vehicles and as a result engages personnel to drive them, it is difficult to provide for the use of staff and equipment during "down time" or slack periods. Many boards use both systems as a cost comparison and as a cost control device. A detailed examination of a number of the studies in this area has led us to the conclusion that no generally applicable rule can be identified in terms of either desirable operational patterns or cost. Rather, it is our view that because of the large number of variables in almost every situation, each case must be examined on its merits and a decision made about the best method to provide the service. It is interesting to note that in January, 1973, 43 school boards owned a total of 651 buses with two boards owning more than 100 buses each.

An idea of the relative costs of board-owned or leased buses and contracted operations may be gained by an examination of the schedule issued by the Ministry of Education as a basis for approval for grant purposes of expenditures by boards for transportation. The following schedule shows the maximum amount of approval allowed per day for a school bus under both methods.

3. Maximum Expenditure Eligible for Grant[1]
   A. Home-School Bus Transportation - Regular School Day
   (1) Basic Per Diem School Bus Approval Amount

SEATING CAPACITY*	PER DIEM RATE CONTRACT BUSES	PER DIEM RATE BD. OWNED OR LEASED BUSES
0 - 5 passengers	$ 7.50	$ 7.50
6 - 10 "	9.00	9.00
11 - 18 "	15.00	15.00
19 - 24 "	25.00	20.00
25 - 30 "	26.50	21.20
31 - 36 "	28.00	22.40
37 - 42 "	29.50	23.40
43 - 48 "	31.00	24.80
49 - 54 "	32.50	26.00
55 - 60 "	34.00	27.20
61 - 66 "	35.50	28.40
67 - 72 "	37.00	29.60
73 - 78 "	37.50	30.00
79 & Over "	38.00	30.40

The above rates provide for administration expenditure incurred by school boards.
*Seating Capacity - See Item 4(5).

It will be seen that for vehicles exceeding a capacity of 18 passengers, the approval for contracted vehicles is 20 per cent higher than for board-owned or leased buses. The approved per diem amounts are intended to cover all fixed costs such as depreciation, insurance, and licence, and all variable costs such as wages, gasoline, oil, and repairs on an overall fleet basis for an operating level up to 60 miles per day. Daily travel in excess of 60 miles is provided for by an approved rate of 40¢ per mile.

Types of Vehicles Used

Transportation of pupils in Ontario is provided under the widest possible range of circumstances. Among the variables are differences in types of roads, provision for snow-ploughing of roads in winter, type of terrain, accessibility of pupils to transportation, traffic conditions, weather conditions, and proximity of homes from which pupils are transported. Often a great deal of ingenuity is required to provide safe and reliable transportation at a reasonable cost. This fact can be illustrated by the kinds of vehicles used by boards participating in the survey.

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[1] Instructions re Pupil Transportation for the School Year, July 1972 - June 1973, Form ME300 (7/72), Ministry of Education, Ontario, Toronto, July, 1972, p. 1.

Type of Vehicle	Number of Boards
School bus	30
Public transportation	8
Mini bus	20
Taxi	25
Private car	14
Boat	3
Snowmobile	5
Swamp buggy	1
Bus and Mini bus equipped with wheel chairs	2
Four-wheel drive Jeep	1

Distance and Travel Time

Our survey showed that wide variations existed in the regular daily distances travelled by students. The numbers of boards transporting students a maximum one-way distance within several mileage categories are as follows:

Distance	Number of Boards
16-25 miles	4
26-35 "	9
36-50 "	10
51-54 "	0
55-60 "	1
61-65 "	3

Boards in our survey were asked to indicate the earliest time a pupil was picked up in the morning and the latest time a pupil was dropped in the afternoon. The following schedule shows the distribution by board in the time intervals given.

Earliest Pick-up Time	Before 7 a.m.	7:00-7:15	7:16-7:30	7:31-8:00
Elementary	-	2	7	16
Secondary	2	6	7	1
Latest Drop Time	**4:00-4:30 p.m.**	**4:31-5:00**	**5:01-5:30**	**5:31-6:00**
Elementary	4	16	5	-
Secondary	1	4	9	2

There was evidence that boards in our survey were concerned about the distances pupils were required to travel, the travelling time involved, the time of pick-up and delivery of pupils, and the distances they were required to walk. Every board responded to the survey questions on these items. Of the 31 boards, nine had a policy or guideline regarding the maximum distance a pupil should travel on a bus, 13 regarding the maximum time that a pupil should spend in such travel, and 24 regarding the maximum walking distance to a pick-up point.

It is inevitable that a limited number of pupils in the secondary school will have to travel greater distances over a longer period of the day than is desirable. Where this situation occurs, the alternative may be even less desirable. There are a few places in Ontario where the limitations of enrolment preclude the possibility of offering a secondary school program near enough to the pupil's place of residence to avoid a long transportation route. Consequently, the closest the school system can come to offering equality of opportunity is to provide the means for the pupil to be transported.

Under certain circumstances, a board in a territorial district may, in lieu of providing daily transportation for a pupil who lives more than 15 miles from the secondary school that he is eligible to attend, reimburse a parent or guardian at the end of each month for the cost of providing for such pupil board, lodging, and transportation once a week from his residence to school and return, in an amount set by the board for each day of attendance as certified by the principal of the secondary school that the pupil attends.[2] Somewhat similar provisions exist for trainable retarded children,[3] for pupils who normally speak the French language, for pupils in the counties where the distance is 30 miles or more, and for pupils for whom transportation is impractical because of distance, terrain, or residence on an island. The longest distance travelled one way by a student returning home for the weekend was reported as 325 miles. Eleven boards indicated that pupils were attending schools maximum distances in excess of 100 miles from their places of residence.

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[2] The Schools Administration Act, Section 42.

Tendering and Contracts

A review was made of some of the practices of boards in the letting of contracts. Under The Schools Administration Act[4] a board may make an agreement or agreements for the transportation of pupils for one school year or less with a corporation, commission, or person. Where a board provides transportation for more than 30 pupils, it may, with the approval of the Ontario Municipal Board, make an agreement for a term not exceeding five years. Only the smallest boards are in the first category: the great majority are now in the latter classification. Most contracts are still made for a one-year period covering the school year from September to June inclusive.

Eleven boards in our survey reported that contracts were let by tender or quotation while 25 stated that contracts were let after negotiation or on the basis of a negotiated formula. The total number of boards exceeds the number of boards reporting because some boards use both methods. Of the 11 boards letting contracts by tender or quotations, only four let out more than half of the dollar value of their contracts in this way. As indicated, the most common procedure is through negotiation. Of the 17 boards that used this method, 16 let out 75 per cent of the contracted amount in this way. Under the negotiation formula approach, the board determines the amount that it thinks the operator's costs should be for a route or routes, adds what it considers to be a reasonable profit, and offers this sum to the contractor. Negotiation may then take place until agreement is reached. Since the information from the survey boards regarding the three methods for letting of contracts was for the last two years only, it was not possible to detect a trend away from any one method towards another.

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[3] The Secondary Schools and Boards of Education Act, Revised Statutes of Ontario, 1970, Chapter 424, as amended by 1971, Chapters 68 and 98, s.4, Sched., par.29, Queen's Printer and Publisher, Toronto, 1971, Section 79.

[4] The Schools Administration Act.

It is difficult to support the practice of negotiation as the greatly favoured method for the letting of transportation contracts, particularly in the light of the usual practices of school boards to purchase by tendering and quotation. One justification offered for the negotiation method is that there are so few operators that competition might be restricted. Yet, of 11 boards in our survey that advertised for tenders or received quotations, only one received one bid. In this connection it is worth noting that the number of operators licensed to operate school buses at March 31 for each of the years indicated was as follows:

Year	Number of Licensed Operators
1968	2,029
1969	2,023
1970	1,828
1971	1,722
1972	1,673

Source: Ministry of Transportation and Communications, Ontario, 1973.

This list does not include those operators who have licensed their buses as Public Vehicles so that they can use them for private charter as well as for regular pupil transportation under contract. In 1972, there were 27 school bus operators who had 25 or more vehicles licensed. These 27 operators have 1,725 of the 9,742 school vehicles operated in Ontario.

Another reason given to try to justify the negotiation procedure is that identical bids have occasionally been received when tenders were called. We could find no evidence to support this statement. Still another reason is that when tenders are called, the contractors use the amount of the approval for grant purposes as the basis for their price. According to data from boards in the survey, the relationship between expenditures for transportation and approval for grant purposes shows that a great number of boards received approval for 100 per cent or more of their actual expenditures.

Some reasons given in support of the negotiation method may be valid; for example, in the selection of a contractor or contractors, safety factors and reliability of service are of major importance. The board, which knows the contractor's record and his degree of dependability, is in a position to judge the quality of the service likely to be provided. Perhaps this problem could be met by inclusion of a performance bond as part of the contract. Of the boards in our survey, only two required a performance bond.

In any case, we cannot accept the arguments presented as a justification for the widespread practice of the negotiation method. In 1971-72, vehicles owned by contractors were used to transport more than ten times as many pupils as were transported by board-owned vehicles. The amount of public money involved exceeded $50 million in that year. We are fully aware that a proper method of advertising for tenders would require development of a set of specifications for each route and performance requirements for contractors. There would be some additional work and cost involved in the initial organization of this system. But we find it difficult, in the absence of exact specifications and performance requirements, to see how a reasonable contract price can be ensured under the negotiation procedure. Our view is that the creation of County school boards in 1969 and the existence of other large boards prior to that date make it possible to develop route specifications and performance requirements for contractors and to establish the tender or quotation procedure. Steps to achieve this goal ought to be instituted now so that the practice will be in general use at the earliest possible date. Assurance can then be given to the public that transportation costs are the most economical consistent with the conduct of public business in a generally accepted manner.

Design of Routes

An important aspect of the administration of a transportation service is the design of the bus routes. An efficient route design can save miles of travel, utilize buses at optimum levels, avoid unnecessarily long rides and prevent other costly errors. A number of procedures are used to design bus routes. In our survey 12 boards reported that they were designed jointly by the board and the contractor. Eighteen stated that they were designed by the board. Eighteen boards indicated that they tested routes designed by the contractor against maps showing student locations and by actually driving the roads. The survey asked if any major review or redesign of routes had occurred after January 1, 1969, when the County school boards were established. At that time, contracts in effect with many smaller school systems were assumed by the new units so that there was the possibility of amalgamation or combination to achieve greater efficiency and economy. Twenty-eight boards reported that such a review or redesign had taken place.

One study,[5] of which bus route design was a part, deserves special mention. In 1971, the Simcoe County Board of Education undertook a project in cooperation with the Ontario Department of Education to develop specific techniques for improving its school and transportation planning and to secure specific recommendations on bus routes, new facilities, and school boundaries. The Department hoped that the experimental study would produce general methods and tools for use by all County school boards. Using such techniques as computer applications to map the location of rural children to form a data base for designing and adjusting bus routes and developing school attendance area boundaries, the consultants were able to recommend economies for the specific area with which the study dealt. These are set out as follows:

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[5] Simcoe School Planning and Transportation Study, J. W. Freeman, Architect and Planning Consultant, and Dunlop, Wardell, Matsui and Aitken, Architects, Engineers and Planners, Toronto, 1972.

	Existing System	Proposed System
Number of routes	20	20
Total annual cost	$128,456.00	$120,684.00
Number of pupils served	1,226	1,272
Annual cost per pupil	$105.00	$95.00

In commenting on their recommendations, the consultants stated: "Using the new routes and boundaries, the annual cost per pupil was reduced from $105.00 to $95.00. For the 1,272 pupils in this portion of the Case Study Area, we estimate the Simcoe Board could save at least $12,700.00 per year. It is worth recalling the reasons for these savings. By sending children to their closest school wherever possible, we eliminated the need for very long bus routes. By letting the bus routes determine the precise location of boundaries, we avoided such inefficiencies as route overlaps and doubling and thereby reduced the total route mileage. Finally, by using the population base map, it was possible to determine the precise size of bus required for each route."[6]

The Committee on the Costs of Education had an opportunity to meet with the consultants during the course of their work and to discuss with them in some detail the principles and techniques they were using in their study. It was evident to the Committee that the organization and administration of transportation services for a considerable number of pupils requires a sophisticated data and information base, detailed planning, and the use of the best procedures available if the job is to be done efficiently and economically. While there is evidence that several school systems have achieved considerable progress in these directions, it was also apparent that in some others, transportation services are conducted in much the same manner as they were years ago. The amount of money involved and the needs of the pupils require that the transportation system receive the attention necessary to ensure the best possible service consistent with reasonable expenditure of public funds.

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[6] Ibid., p. 2.41.

Our survey indicated that computer technology has been applied to the transportation services by a number of school boards and other organizations. Five boards reported experimentation with the use of a computer in the design of bus routes. Studies involving computers have been done by the Ministry of Education, The Ontario Institute for Studies in Education,[7] Statistics Canada, and by consultants.[8]

Several other studies relating to transportation services for pupils have been done in Ontario. Among them are Elwood's pamphlet[9] and a report prepared for the Waterloo County Board of Education.[10] At least two major conferences on school transportation have been held, with a report[11] having been issued on the second.

Insurance

All vehicles used in school bus transportation must, of course, be insured either by the contractor for his buses or by the board for board-owned vehicles. The boards in our survey were asked to indicate the types of insurance and the amounts. Twelve boards gave no reply or stated that the contractor carried insurance or that the insurance was in accordance with legal requirements. It should be noted that under Section 21 of The Public Vehicles Act[12] a certificate of insurance must be filed with the Ministry of Transportation and Communications and that the Ministry must be advised by the insurer at least 30 days in advance of the expiry date or of the date of cancellation of the policy.

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[7] Tracz, G. S., and Norman, M. J., A Computerized System for School Bus Routing, Department of Educational Planning, The Ontario Institute for Studies in Education, Reports of the County School Board Project: No. 1, Toronto, 1970.

[8] Simcoe School Planning and Transportation Study.

[9] Elwood, B. C., Student Transportation: Comparing Alternative Methods of Providing the Service, Department of Educational Planning, The Ontario Institute for Studies in Education, Reports of the County School Board Project: No. 2, Toronto, 1970.

[10] Improving School Transportation in Waterloo County.

[11] Report of Conference on School Transportation, Winters College, York University, July 7-9, 1971.

It is our view that it is in the interest of each school board to know the types of insurance and the amounts carried for all vehicles transporting its pupils. To this end it should be required that a copy of the policies be filed with the board. This procedure is usually followed by boards in other areas where insurance is carried. There are even more compelling reasons why it should be adopted where accidents to pupils may be involved.

Administration of Transportation Services

There is a wide variety in the provision made by boards for the administration of transportation services. A sample of boards grouped according to the number of pupils transported showed the number of personnel involved in the administration as set out below:

	Number of Administrative Personnel	Number of Students Transported	Percentage of Students Transported by Contractor
Group 1	2	14,000	90
	2½	13,000	80
	4	12,300	75
	5	11,500	100
Group 2	1	10,000	60
	2	8,000	90
	2½	7,000	100

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[12] The Public Vehicles Act, Revised Statutes of Ontario, 1970, Chapter 392, as amended by 1971, Chapter 50, s.74 and 1972, Chapter 127.

It is difficult to account for the different numbers of administrative personnel employed. There has been little change in the numbers since 1969. Many positions are held on a part-time basis by staff who have other business office responsibilities. It is evident that some boards do considerably more by way of record-keeping than others. It may be that not all internal administrative personnel services for transportation are clearly identified and charged to transportation costs. In any case, it was not possible to make valid comparisons about the number of staff required on the basis of the data submitted by the boards in our survey.

The lack of any clearly identifiable pattern for the administration of transportation services and the tendency to assign duties to part-time personnel suggest that this is an area that needs further study. It appears that some school systems are overstaffed in this area whereas others may not have sufficient personnel to provide the service required for an efficient operation. It may also be that the qualifications of those assigned are not consistent with the duties that they are asked to perform.

As part of internal record-keeping, almost all boards kept lists of pupil passengers on each bus, detailed route maps, and complaint files. Concern over quality of service resulted in 19 of 30 boards conducting surprise, on-the-road checks of contracted buses, and 13 of 20 boards did surprise checks of their own vehicles.

CHAPTER 5

SAFETY DURING TRANSPORTATION

While comments about the safety of pupils being transported have been included as minor items in other sections of this report, we felt that the study should give considerable prominence to this aspect of the program because of its importance to pupils and parents. Our review indicates that substantial effort is made by school boards, their officials, the Ministry of Education, the Ministry of Transportation and Communications, the Ontario Provincial Police, and local police departments to ensure the safety of pupils while they are being transported. Other bodies such as the School Bus Safety Committee of the Consumers' Association of Canada have interested themselves in this subject. The results of these efforts for improved safety conditions have been good when measured by accident statistics.

The Committee was concerned, however, to ensure that, with more than 25 per cent of the total enrolment being transported, slightly more than 500,000 pupils daily, safety factors were receiving adequate attention. It was aware that efforts to improve still further a good safety record might have cost implications that should be considered in any assessment of future transportation services. Even though it knew that the development of a definite safety/cost relationship would probably be impossible, it felt that the matter ought to be explored. In its desire to know more about the situation some interesting statistics and data were compiled.

Table 13 gives the statistics for collisions involving school buses and pupil passenger injury in Ontario for the period 1963-64 to 1970-71, inclusive. During this period, there were 3,039 collisions resulting in 44 pupil deaths and 964 pupil injuries. The fatality rate per 100,000 pupils has decreased from 2.5 in 1966-67 to .6 in 1970-71. This rate compares favourably with that for the total population, age 16 and over, which includes all road users - drivers, passengers, pedestrians, and all others. The comparative statistics are given in Table 14. These figures indicate clearly that the fatality rates for pupils transported in Ontario are only a small fraction of those applicable to the general population.

TABLE 13

COLLISIONS INVOLVING SCHOOL BUSES AND PUPIL PASSENGER INJURY RATE IN ONTARIO

1963-64 to 1970-71

School Year	Pupils Transported Daily	Number of Collisions[a]	Pupil Passengers Injured (Fatally/Non-Fatally): Crossing Road[b]	Within School Bus	Other	Total	Injury Rate Per 100,000 Pupils: Fatal	Non-Fatal
1963-64	247,606	192	5/13	0/64	0/8	5/85	2.0	34
1964-65	284,217	221	3/9	1/44	0/8	4/61	1.4	21
1965-66	332,039	287	5/21	0/18	0/8	5/47	1.5	14
1966-67	398,065 (366,507)[c]	409	1/21	[d]9/105	0/13	10/139	2.5 (2.7)[c]	35 (38)[c]
1967-68	414,216	498	2/18	0/89	1/12	3/119	0.7	29
1968-69	447,638	559	3/10	2/152[e]	2/17	7/179	1.6	40
1969-70	478,224	383	4/12	2/109[f]	1/5	7/126	1.5	26
1970-71	523,284	490	0/21	1/151[g]	2/36[h]	3/208	0.6	40
		3,039				44/964		

Notes: [a] Number of Collisions means collisions involving a school bus directly or indirectly while transporting pupils to or from school.

[b] Crossing Road means pupils crossing road to board or after leaving stopped school bus.

[c] Figure in parentheses for number transported is taken from Report of the Minister of Education, Ontario, 1967, and injury rate calculated on the lower enrolment.

[d] Includes one collision resulting in eight pupil fatalities.

[e] Includes one collision resulting in thirty-five pupil injuries.

[f] Includes one collision resulting in two pupil fatalities and twenty-eight pupil injuries.

[g] Includes one collision resulting in fifteen pupil injuries.

[h] Includes one collision resulting in twenty-one pupil injuries.

Source: Highway Traffic Collisions 1971, Ministry of Transportation and Communications, Ontario, Queen's Printer and Publisher, Toronto, 1972, p. 10.

TABLE 14

FATAL TRAFFIC COLLISION VICTIMS IN ONTARIO ALL CLASSES OF ROAD USER - ALL AGES, 1964 to 1971 AND SCHOOL BUS CLASS - 1963-64 to 1970-71

Calendar Year	Rate per 100,000 of Population Age 16 and Over	School Year	Rate per 100,000 Pupils Transported
1964	21.5	1963-64	2.0
1965	23.7	1964-65	1.4
1966	22.9	1965-66	1.5
1967	24.0	1966-67	2.5
1968	21.7	1967-68	0.7
1969	22.6	1968-69	1.6
1970	20.1	1969-70	1.5
1971	22.7	1970-71	0.6

Source: Highway Traffic Collisions, p. 7.

Data regarding the "Non-Fatal Traffic Collision Victims in Ontario" are also provided by the Ministry of Transportation and Communications. The comparable rates are shown below:

TABLE 15

NON-FATAL TRAFFIC COLLISION VICTIMS IN ONTARIO ALL CLASSES OF ROAD USER - ALL AGES, 1964 to 1971 AND SCHOOL BUS CLASS - 1963-64 to 1970-71

Calendar Year	Rate per 100,000 of Population Age 16 and Over	School Year	Rate per 100,000 Pupils Transported
1964	823	1963-64	34
1965	897	1964-65	21
1966	937	1965-66	14
1967	941	1966-67	35
1968	979	1967-68	29
1969	1,005	1968-69	40
1970	984	1969-70	26
1971	1,085	1970-71	40

Source: Highway Traffic Collisions, p. 9.

Again, the comparison is highly favourable for pupils being transported to school.

There are, however, some factors in the data that would tend to decrease the wide difference between the two sets of rates. For example, the statistics for all persons over 16 years of age apply to all types of road users while the definition for pupils is much narrower, the transportation period for the general population is 12 whole months while the period for pupils is a maximum of 200 days, the general population figures include the heavily-travelled weekends whereas the school buses are idle on those days.

At the request of the Committee, the Ministry of Transportation and Communications developed an additional set of statistics regarding collision rates for the general population that could be compared more closely with the rates for school buses, making the modification from the calendar year to the school year (Table 16). The results show that the collision rate for school buses for the last two years is somewhat lower than that for all motor vehicles. In 1970-71, the two rates per million vehicle miles were 4.4 to 5.0, or a difference of 0.6. Consequently, a school bus is subject to a collision rate not considerably below that for all other vehicles.

In summary, the fatality rate is markedly less for pupils being transported to school than for the rest of the population but the collision rate for the two categories is only slightly in favour of the pupil transportation vehicles.

Promotion of Safety

As stated earlier, there are a number of agencies and organizations that provide a variety of services to promote safety in the pupil transportation service. The Ministry of Transportation and Communications participates in the enforcement of safety legislation under The Public Vehicles Act, The Highway Traffic Act and the Regulations made under these Acts. The Ministry is involved in programs with local authorities responsible for pupil transportation. Since the inception of its school bus safety program in 1964, the Mini-

TABLE 16

SCHOOL BUS COLLISIONS AND ALL MOTOR VEHICLE COLLISIONS BY SCHOOL YEAR, 1967-68 to 1970-71

	School Bus Collisions			All Motor Vehicle Collisions		
School Year	Total Collisions[a]	Miles Travelled[b]	Rate Per Million Vehicle Miles	Total Collision[a]	Miles Travelled[c]	Rate Per Million Vehicle Miles
1967-68	498	75,838,000	6.6	125,047	20,710,732,049	6.0
1968-69	559	88,697,600	6.3	138,135	22,147,923,508	6.2
1969-70	383	93,067,200	4.1	126,709	23,927,791,158	5.3
1970-71	490	110,213,800	4.4	125,690	24,917,998,597	5.0

Notes: [a] Total Collisions on public highways involving injury or property damage apparently in excess of $200. Prior to 1970, this amount was $100.

[b] Miles Travelled for school buses means daily mileage multiplied by 200 (number of school days) for transportation between home and school and between school and school.

[c] Miles Travelled for all motor vehicles means mileage estimated on the basis of tax payment on gasoline and motor fuel of one gallon for each 13.72 miles.

Source: Collision Data Section, Ministry of Transportation and Communications, Ontario, 1973.

stry has sponsored 77 seminars in local areas with over 11,000 persons in attendance. School bus operators, drivers, school trustees and board officials, representatives of the Ministry of Education and the Ministry of Transportation and Communications, staff members of the Ontario Provincial Police and local police have participated in these safety programs. The Ministry has developed a variety of safety publications and distributes copies on specific topics to teachers and pupil passengers in addition to the groups referred to above.

The returns in our survey showed that 27 boards out of a total of 31 conducted safety seminars for their bus drivers, 12 boards stated that they did their own safety check of vehicles, in addition to the inspection required by the Provincial government, and eight boards reported surprise checks of the vehicles used by bus contractors serving their systems. The majority of boards indicated that in remote areas their buses are equipped with extra safety equipment beyond that required under Regulation 424[1] of The Highway Traffic Act.

Weather conditions can have an important bearing on whether school bus routes should operate. Twenty boards in our survey had written policies or guidelines on this matter. Other boards did not find this necessary since they are in southern Ontario and have limited rural or isolated areas. It is interesting to note that, for ten boards in our survey, the decision not to operate a school bus or to close the school because of bad weather was made by the person or persons on the scene, including the area superintendent, principal, driver or members of the staff of the central administration office, or a combination of these personnel. This arrangement seems to ensure prompt and proper action.

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[1] The Highway Traffic Act, Regulation 424, Queen's Printer and Publisher, Toronto, February, 1972, pp. 173-174.

Areas for Study and Review

(a) Standees

The Public Vehicles Act is the authority under which vehicles rented for hire may be operated. The Act covers a wide variety of topics including the licensing of owners and vehicles, insurance, workmen's compensation requirement, and standing passengers. The Act relates, however, to school buses only if the vehicles are not owned by a school board but by "any person for the transportation for compensation of passengers."[2] The operation of school buses owned by school boards are not subject to this Act since by definition they are not a "public vehicle". Consequently, in the matter of the number of standing passengers permitted, there is no legally enforceable restriction. Under Section 16, subsection 1 of The Public Vehicles Act the number of standees is restricted to "not more than one-third the number of persons for which seats are provided."[3] Under the Act, therefore, a bus designed to seat 45 passengers may transport 60 persons with 15 being standees. The responses by boards in our survey revealed that 22 of 31 had a policy or administrative guideline regarding standees. Eight boards limited standees to one-third of the seating capacity, one board allowed only secondary students as standees, and ten boards did not permit standees at all.

The Committee is in agreement with those boards that show concern about pupils as standing passengers. The School Bus Operators' Association of Ontario and a senior executive of a Canadian school bus manufacturer have indicated to us their concern about possible hazards because of standees. While we did not have the time, personnel, or competence to pursue this matter to any definite conclusion or recommendation, we believe that this matter ought to be studied in some detail by the responsible authorities in the interests of pupil safety.

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[2] The Public Vehicles Act.

[3] Ibid.

(b) Bus Operating Procedures

The Highway Traffic Act contains certain requirements for the operation of school buses, such as the procedure to be followed at railway crossings, signs and flashing lights to be provided, and the operation of these lights when a bus is stopped for the purpose of receiving or discharging school children on a highway where the maximum speed limit is greater than 35 miles per hour. Replies by boards participating in our survey indicate that the flashing light requirement is a matter of concern to them. The questionnaire asked for comments on highway and traffic laws as they relate to pupil transportation. More than half of the boards stated that the requirements related to flashing lights were not well-known to the public and that the growth of semi-urban areas with varying speed limits added to the confusion. The replies suggested that the legislation should require all traffic to stop regardless of speed limits when lights are flashing at the time pupils are being received or discharged. The Committee recognized that this possibility was probably too simplistic a solution, particularly in congested traffic arteries in urban centres. Again, however, we are convinced that study should be given to the requirements and to the means by which confusion in the minds of the public could be removed.

(c) Smaller Vehicles

There are some inconsistencies between the requirements for vehicles with a seating capacity of more than ten pupils and for those with a smaller seating capacity. For example, under the provisions of Section 119 of The Highway Traffic Act, a school bus capable of seating more than ten pupils must stop at an unprotected railway crossing. The driver must open the door, listen for a train, and, when all is clear, proceed in gear. These requirements do not apply to a school vehicle seating fewer than ten pupils. We are aware that smaller vehicles do not usually have a mechanically operated door, but the need to stop, to make certain that no train is coming, and then to proceed in gear seem equally relevant to smaller vehicles. Seventeen of 31 boards in our survey reported transportation by smaller vehicles so their use is widespread. Consequently, the difference in the requirements is an inconsistency that ought to be fully explored with a view to removal of any hazards that may exist for pupils riding in smaller vehicles.

The flashing light requirement is not mandatory for vehicles seating fewer than ten pupils. But the vehicle must be marked as a school bus although, in the absence of flashing lights, traffic need not stop. The difference between the requirements for the two types of vehicles in a zone or highway where speeds in excess of 35 miles per hour are permitted must cause confusion in the minds of many other drivers. Where such confusion exists, the possibility of an error by other drivers or children alighting from school buses is increased. So, also, is the chance that an accident will result.

The requirement of extra equipment as set out in Regulation 424, made under The Highway Traffic Act, such as interior mirrors, tire chains or snow tires, interior lights, axe, fire extinguisher, and front tires that have not been rebuilt does not apply to vehicles with a seating capacity of fewer than ten persons. Again, this seems to be an area that needs a review of present requirements.

The most serious difference in the requirements applicable to vehicles seating more than ten pupils and those seating fewer than ten is the "School Bus Certificate of Mechanical Fitness".[4] This certificate must be filed with the Ministry of Transportation and Communications before August 31st and December 31st of each year by the owner of a vehicle seating ten or more pupils. A copy of the form is attached as Appendix B. Under the Regulation, this certificate is not required of the owner of a vehicle seating fewer than ten pupils.

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[4] Ministry of Transportation and Communications, Ontario, Form MV-16 Rev'n - 7735-69-5747.

The Ministry of Transportation and Communications does conduct a visual inspection of all school vehicles regardless of number of pupils they will seat. A copy of the "School Bus Inspection Report"[5] is attached as Appendix C. A comparison of the forms in Appendix B and Appendix C will show the more thorough examination involved in the "School Bus Certificate of Mechanical Fitness". Of the boards reporting in our survey, seven felt that the inspection routine was inadequate while five considered that it was satisfactory. Our view is that consideration ought to be given to making the "School Bus Certificate of Mechanical Fitness" applicable to all vehicles transporting school pupils.

(d) School Bus Driver

The special requirements for a school bus driver as set out in the Regulation 424 [6] apply only to drivers of vehicles having a seating capacity in excess of ten pupils. The driver must be 21 or more years of age, must hold a chauffeur's licence, and must pass such tests as are required by the Ministry of Transportation and Communications. If successful, his licence can then be endorsed for the operation of a school bus. The special examination involves extra vision tests and a driving test in a school bus. If under 65 years of age, the driver is retested every three years with requirements of a medical and vision examination, a written examination, and possibly a road test. For drivers over 65, these requirements must be met annually. Responses from our survey boards suggested that licence approval should relate to the size and type of vehicle, that the requirements for all drivers regardless of age should be met annually, and that, if a driver's licence is suspended, the board and the operator, if the vehicle is owned by a contractor, should be advised.

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[5] School Bus Inspection Report, Ministry of Transportation and Communications, Ontario, Form YV 5-70-2626, Req'n 10466.

[6] The Highway Traffic Act, Regulation 424.

(e) Structure and Equipment of Buses

Consideration was given to the structure and equipment of school buses as a factor in the safety of pupils. A manufacturing standard for new buses has been developed in Canada under the auspices of the Advisory Council on Automotive Safety of the Canadian Conference of Motor Transport Authorities. The ad hoc Committee on School Buses, which developed the standards, included representatives of governments, bus chassis manufacturers, the bus body manufacturing industry, and other interested groups. The Canadian Standards Association accepted and published the result of the Committee's work under the designation, School Buses: CSA Standard D250 - 1971.[7] The standard prescribes mechanical and equipment levels in considerable detail. It applies to vehicles designed to transport school children and specifies all the chassis and body requirements for large buses. The latter are defined as those intended to seat 24 or more passengers. While the standard has not yet been made mandatory in Ontario, all school buses manufactured after January 1, 1972, have had the requirements of CSA Standard D250 as minimum provisions.[8]

In the United States, the Department of Transportation Commission has recently produced a new standard entitled "Highway Safety Program Standard 17." Officials of the Ministry of Transportation and Communications, Ontario, are at present studying and comparing this document with CSA Standard D250 - 1971.

There are certain discrepancies between current safety requirements for private vehicles and those for school buses; for example, seat belts are not required in school buses. It may be that the use of these devices is not practicable or feasible in a vehicle where there may be two older secondary school pupils occupying a seat on one occasion and three younger elementary school pupils at another time. It is interesting to note, however, that the Highway Safety Program Standard 17 in the United States requires passengers in specified school vehicles to use seat belts if they are provided. The New Jersey State Department of Education is reported to be conducting extensive trials with safer seat and seat belt designs.[9] The Standard D250 states that a seat belt shall be provided for the bus driver. It also requires that the top portion of the frame of each seat, except the rear-most seat, shall be padded and covered. These are definite improvements over former requirements.

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[7] School Buses: CSA Standard D250 - 1971, Canadian Standards Association, Rexdale 603, Ontario, 1971.

[8] Certification of Compliance by School Bus Manufacturers to School Bus Minimum Standards C.S.A. D250, Brief presented to the Canadian Conference of Motor Transport Authorities by Canadian School Bus Body Manufacturers, June 12, 1972, p. 5.

Sixteen out of [illegible] boards in our survey expressed general satisfaction with safety equipment; seven felt that passenger seat belts were of questionable value for pupils, and nine felt that the provision of additional interior padding was warranted.

Consideration was given to studies reported by the National Transportation Safety Board on bus structure and assembly. One report[10] states that the structural assembly of school buses is not up to the standards for other types of buses, such as inter-city buses and city transit buses, and that the deficiencies constitute a safety hazard for pupils. School buses built under Standard D250 in Canada are comparable structurally to those built in the United States.

Some action is being taken in an attempt to develop better design. One major manufacturer of school bus bodies in the United States has announced that its 1973 model has features specifically designed to protect against some of the weaknesses mentioned in the National Safety Board Report. It is said to be the result of nearly four years of intensive development by engineers, following in-depth studies of school bus accidents and consultation with transportation specialists at both national and state levels.[11]

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[9] "Transportation - Problems and Prospects for 1973", School Management, Vol. 16, No. 11, November, 1972, p. 12.

[10] Special Study: Inadequate Structural Assembly of School Bus Bodies, National Transportation Safety Board, Bureau of Surface Transportation Safety, Washington, D.C., Report Number NTSB-HSS-70-2.

Another viewpoint regarding the safety features of school bus structure is provided by the Canadian School Bus Body Manufacturers, which states:

> "The present school bus and its safety features have been developed over a period of some forty years through the co-operation of manufacturers and school authorities. The industry believes it is manufacturing the safest and most reliable vehicle for transporting children to and from schools. Safety statistics support this belief and reflect school buses as the safest transportation vehicle in North America. It is the industry's intention to continue this vehicle development and co-operation with school authorities."[12]

The different viewpoints cited above raised the question of the adequacy of school buses used in Ontario in terms of structural design. This is a matter that ought to be explored further to ensure that no safety hazard exists with present standards.

Other safety problems in school buses have been raised from time to time.[13] One relates to windows where it is reported annealed glass, which shatters and falls out on impact, is used in side windows. The use of laminated glass, which remains in place when it breaks, is considered an improvement. In some buses still in use, the seats have exposed metal backs with a "metal bar" dangerous to children in a sudden stop. One expert has suggested that the thick, painted black lines around the exterior of every school bus should be replaced by white lines to provide greater visibility at dusk when most school-bus accidents occur. Others have suggested reflective materials to replace the black lines.

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[11] School Bus Fleet, Vol. 18, No. 1, February/March 1973, pp. 24-26.

[12] Certification of Compliance by School Bus Manufacturers to School Bus Minimum Standards, C.S.A. D250, Brief to the Canadian Conference of Motor Transport Authorities, June 20, 1971, pp. 14-15.

[13] Hey, R. P., "Safety first: not so for school buses", Christian Science Monitor, March 12, 1973.

The provision of additional safety features for school buses would undoubtedly result in some increased costs, and this factor was of concern to the Committee. Estimates of the amounts for particular improvements vary widely. We were advised that a regular commercial highway bus can cost from four to seven times as much as a school bus. Since the latter may be used for about three hours a day for ten months a year, the recovery of cost is based on a marginal operating time. However, the National Transportation Safety Board takes the following position on this matter:

> "In the school bus field, the degree of effort for safety has not been traditionally determined by cost/benefit considerations, but by the unique need for protection of the innocent children who ride school buses, and who are almost totally unable to assure their safety by their own actions. School bus riding children are seated within the buses usually because State laws require schooling, the children are not there totally on their own volition. Society has established many regulations for the safety of school children which may appear exaggerated in other fields. For this reason, it appears that the employment of structural assembly methods in school buses which are less efficient than methods used in other types of passenger buses should be considered primarily a question of justice, to school bus riding children. This consideration of justice, in the Board's view, should override the question of whether the cost of complete assembly could be demonstrated to be less than the dollar value of the lives saved."[14]

We did not try to reconcile the differences in the cost estimates for added safety features. The necessity for these changes and the costs associated with them ought to receive further careful investigation in relation to the collision statistics for school buses in Ontario cited earlier in this Report.

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[14] Special Study, National Transportation Safety Board.

CHAPTER 6

LEGISLATIVE GRANTS

Eligible Expenditures for Grant Purposes

Grants from the Ministry of Education are paid on approved expenditures by school boards for regular transportation, which includes the following:

(a) between home and school;

(b) between school and school to enable classes to attend courses requiring special facilities and equipment that are provided in a central location as, for example, for home economics, industrial arts, computer science;

(c) between school and school to enable handicapped pupils to attend special classes or between home and school to enable pupils with particular handicaps to attend the Ontario School for the Blind, an Ontario School for the Deaf, an Ontario Hospital School, and a children's mental health centre established under The Children's Mental Health Centres Act;

(d) for board, lodging and weekly transportation for pupils in areas where daily transportation to and from school is not feasible because of distance, weather, or road conditions;

(e) miscellaneous provisions to permit attendance at summer school, purchase of a school bus by a board, public transportation where tickets are provided, etc.

Not included in the above categories are expenditures by boards to provide transportation for field trips, extracurricular activities, and the like.

Category of Expenditures

There are two main categories for expenditures. One has to do with ordinary expenditures applicable to the day-to-day operation of the schools. The second classification, "extraordinary expenditures", includes items such as annual payments on capital indebtedness, referred to as debt charges, capital expenditures from current funds, and regular pupil transportation costs. The percentage grant rates applicable to extraordinary expenditures are usually higher than for ordinary expenditures. The portion of the expenditure after payment of grant and the whole of any unapproved portion of transportation costs must be paid through local property taxes.

Rates of Grant in 1972 on Extraordinary Expenditures

The legal authority for the payment of grants is contained in the Regulation - General Legislative Grants made under The Department of Education Act. In 1972, it was Ontario Regulation 98/72. Under this Regulation, there were two basic rates of grant applicable to recognized extraordinary expenditures - the first rate of 75 per cent and the second rate of 95 per cent. These rates are for a board "of average wealth" as determined by the equalized assessment for a board in relation to the Provincial average. Consequently, a board of less than average wealth would have higher percentage rates of grant and a board of greater than average wealth would have lower percentage rates of grant. The first rate of grant (75 per cent more or less as determined by wealth) is applicable on approved expenditures of up to $60 per pupil at the elementary level and up to $90 per pupil at the secondary level. The second rate (95 per cent more or less as determined by wealth) is applicable to approved expenditures in excess of $60 and $90 for the elementary and secondary levels respectively. For the 31 boards represented in our survey, the highest grant percentage of 1972 at the first rate was 95.5 per cent while the low was 69.6 per cent with the median being 81.4 per cent. At the second rate, the comparable figures were 99.1 per cent, 93.6 per cent and 96.5 per cent.

The rate of grant applicable to "recognized extraordinary expenditures" by school boards for transportation is dependent on the amount of the other payments included in this classification. By definition it includes annual payments on debt charges, mostly for new schools and additions usually financed by debentures repayable over 20 years, a few other costs of relatively minor importance, and costs of transportation. Since these amounts are added together, it is difficult or impossible to determine which of the expenditures receive grants at the first rate and which at the second rate. If, for example, a board had no other recognized extraordinary expenditures then the first rate of grant would apply to transportation costs until the limit of $60 per pupil at the elementary level or $90 per pupil at the secondary level were reached. After these amounts, the second rate would apply. But the great majority of boards have annual debt charges. Expenditures for this purpose are fixed in advance and often "use up" the allowances of $60 and $90. Consequently, any additional expenditures are "added on" and, therefore, receive grant at the second or higher rate. If the recognized extraordinary expenditures are viewed in this manner, approved expenditures for transportation for most boards are at the higher percentage rates.

For school boards in our survey, all except one at the elementary level and three at the secondary level, had expenditures that took them beyond the limits of $60 and $90 respectively and, therefore, made them eligible for grant on the excess at the higher percentage rate. For 1971, when the per pupil limits were $55 and $85, our studies revealed that nearly all boards were at the second rate. The exception was for the largest city boards only one of which reached the second rate at the secondary level.

Percentage Approval of Expenditures for Grant Purposes

Expenditures by school boards for "regular" transportation are eligible for approval in accordance with a formula issued annually by the Ministry of Education. For the last three years, the total maximum amounts approved for grant purposes for all boards exceed the total actual expenditures by the boards (Table 17). An examination of the data for individual boards in our survey, however, reveals a considerable range among them in the percentage of their expenditures approved for grant purposes (Table 18). By far the greatest number of boards had their total expenditures for transportation approved for grant purposes. Almost all boards were above the 75 per cent level of approval. The survey results are consistent with our detailed study of the data for all boards in 1970.

TABLE 17

REGULAR TRANSPORTATION
APPROVAL FOR GRANTS AND ACTUAL COST
(Home to School and School to School)

1969-70 to 1971-72

School Year	Level	Maximum Possible Approval for Grant	Actual Cost
1969-70[1]	Elementary	$27,900,963	$27,923,210
	Secondary	20,110,277	19,108,960
	Total	$48,011,240	$47,032,170
1970-71[1]	Elementary	$32,416,604	$32,973,056
	Secondary	21,850,764	19,866,238
	Total	$54,267,368	$52,839,294
1971-72[2]	Elementary	$35,535,200	$35,525,600
	Secondary	23,916,600	20,824,200
	Total	$59,451,800	$56,349,800

Sources: [1] Reports of the Minister of Education, 1970 and 1971.

[2] Ministry of Education, 1973.

TABLE 18

PROPORTION OF EXPENDITURE BY SCHOOL BOARDS FOR REGULAR TRANSPORTATION ELIGIBLE FOR GRANT

1969 to 1972

Calendar Year	Level	Number of School Boards			
		Less than 75%	76% to 90%	91% to 100%	100%+
1969	Elementary	-	5	9	12
	Secondary	-	1	3	13
1970	Elementary	-	7	8	13
	Secondary	-	3	3	14
1971	Elementary	2	4	7	15
	Secondary	-	1	4	15
1972	Elementary	1	3	7	5
	Secondary	-	1	5	4

Notes: a. Classification for 1972 is based on estimates.

b. All boards did not provide estimates for 1972, so that there are fewer boards reported for that year.

c. All boards did not provide data for all years.

Calculation of Approval of Expenditures for Grant Purposes

For many years, up to and including 1971-72, the calculation of the maximum amount of expenditures by school boards eligible for grant was based on specified daily approval amounts for each route using the number of pupils transported and the distance each pupil travelled on the vehicle. The following extract from the instructions[1] regarding transportation for 1971-72 sets out the procedure for approval.

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[1] Instructions re Transportation for the School Year July 1971 - June 1972, Memorandum to Directors of Education and Superintendents of Separate Schools, Form T8, Ontario Department of Education, Toronto, 1971, p. 1.

3. Maximum Expenditure Eligible for Grant

(1) Where pupils live in the counties and where transportation is provided by contract with an operator, or by payment of a fare, or by a board in a vehicle that it leases or rents, the maximum expenditure per day for transportation that is eligible for grant is the sum of the products obtained by multiplying the number of pupils for whom transportation was arranged by the rate in column 2 in accordance with the number of miles set opposite thereto in column 1 as follows:

Shortest Distance by Road From Home to School or School to School (Column 1)	Rate (Column 2)
Less than 2 miles	$ .20
2 miles but less than 4	.40
4 miles but less than 6	.50
6 miles but less than 9	.65
9 miles but less than 12	.75
12 miles but less than 18	.90
18 miles but less than 25	1.10
25 miles but less than 35	1.35
35 miles but less than 45	1.80
45 miles or more	2.25

This method had some disadvantages. Detailed administrative work was necessary since each pupil had to be identified in terms of his actual miles transported. There were inequities resulting from the calculation using pupils and actual miles. If a board had a route that covered a considerable distance but had few pupils for the first part of its trip and a large number for the latter part, it would receive a lesser approval than if the greater number of pupils were picked up first and a fewer number later. The distance travelled by the bus, the time involved, the cost of operation, and other circumstances might be the same in the two situations, but the support through grants would be considerably different. There was one advantage to the former method from a statistical point of view in that a detailed analysis could be made of the distances pupils were travelling to school.

For the school year 1972-73, the Ministry of Education introduced a new formula for approval of the maximum amount of expenditure eligible for grant. It overcomes some of the inconsistencies in the previous formula in that a per diem rate is established for buses of different seating capacity to recognize the additional costs to operate larger vehicles. It also accepts the fact that operating costs for the vehicle are incurred over the length of a route regardless of the number of passengers picked up at various points along the way. The calculation also provides for an excess mileage rate and an adjustment for the level of occupancy or efficiency factor. While some of the former detailed statistical work has been eliminated, an attempt to improve controls and reporting will require other administrative procedures. Fifteen boards in our survey thought the administrative work would be increased; five thought it would be reduced. The new information requested will, however, enhance the ability to assess the efficiency of a board's operations in that data such as the size of vehicles, whether they are board-owned or leased, route mileage with maps, and occupancy and efficiency usage will be available. These data will facilitate a meaningful analysis of the services provided and the costs involved in the transportation operation. Since the new formula is being used for the first time in 1972-73, it is still too soon to make any assessment of its effectiveness.

Other Transportation

In addition to regular transportation, most boards provide services classified as "Other". This classification pertains to transportation of pupils to permit them to participate in program alternatives and school activities.[2] Examples of types of alternatives or activities are trips to conservation centres, outdoor excursions, and visits to museums or other educational institutions. Expenditures for this purpose have in the past not been eligible for inclusion in the approved extraordinary category and have not, therefore, been eligible for grant. By definition, they were to be charged to the transportation account but as unrecognized extraordinary expenditure without grant. Any costs to boards for other transportation were to be financed wholly from local property taxes.

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[2] Uniform Code of Accounts, Ministry of Education, Ontario, Toronto, Part II, Section 3, Revised October, 1972, p. 8A.

An examination of the data provided by the boards in our survey for the period 1969 to 1972 indicates that some boards made substantial expenditures for "other" transportation while a considerable number of boards reported no expenditure under this heading. The amounts range from zero to $700,000. In the latter case, when the expenditure is expressed as a percentage of the board's total cost of transportation, it reaches 50 per cent. Of 36 elementary and secondary boards that reported expenditures for other transportation, the percentage of the amount paid for this purpose to total expenditures for transportation was less than five per cent for 23 boards, five to ten per cent for eight boards, and over ten per cent for five boards.

Fifteen boards in the survey did not report any expenditures for other transportation. Our detailed review of the financial statement for 1970 for all boards shows that only 19 county boards at the elementary level and 14 at the secondary level reported any expenditures for other transportation. A similar situation existed for boards in the districts. Three of the eight largest city boards did not report any expenditure under this heading.

It is difficult to believe that of the boards reporting no expenditure for other transportation none supported any field trips, visits, or other alternative program activities. If this conclusion is correct, it can only be assumed that expenditures were incurred but that they were charged elsewhere in the accounts. One possibility is that they were included in the Instruction Function, but there was no authority for such a classification. If they were included under this heading and if they could be accommodated within a board's ceiling for grant purposes, they would be included for grant. This was not, of course, the intent under the instructions for classification of accounts. The result of such action would be that boards acting in accordance with the instructions would receive no grant on their expenditures for other transportation while boards that included them in ordinary expenditures, contrary to the instructions, would receive grant if they were under the grant ceiling limits. The unfairness of this result will be evident.

It would seem that it was a responsibility of the auditors for school boards to ensure that invoices for payment of costs for other transportation were classified under that heading and that in the grant application the cost of this service was shown under unrecognized extraordinary expenditures on which no grant was payable. While it should not be the responsibility of the Ministry of Education to check the accuracy of the allocation of costs by school boards and their auditors, it should nevertheless have been evident to Ministry officials that some boards were not properly classifying costs and thereby benefiting from a grant standpoint. At least it would have been appropriate to raise questions that would have enabled boards to make certain of the accuracy of their allocation of expenditures.

For 1973, boards will have an option in the allocation of expenditures for other transportation. They may "be categorized, in part or in total, as ordinary expenditure and hence, within the ceilings and subject to the rate of grant thereon, or as unapproved extraordinary expenditure."[3] In 1974, however, expenditures for other transportation "will be categorized as ordinary expenditure and will, therefore, be subject to the ceiling limitations."[4] These new instructions make provision for the proper allocation of the costs of other transportation under ordinary expenditures for grant purposes.

Application for Grants

From a review of the data submitted by boards in our survey and an examination of their financial statements for 1972, it is evident that a small number of larger boards have not applied for approval for grant purposes of some expenditures for regular transportation that might have been eligible for grant. As a result, these boards have received less revenue than they are entitled to. Again, it is not the function of the Ministry of Education to take the initiative to see that all boards receive the maximum total grant to which they are entitled. Self-interest would seem to dictate that all the necessary data are submitted by boards to enable the Ministry to pay the maximum earned grants.

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[3] Field Trips, Etc., Memorandum 1973:B2, January 8, 1973, Ministry of Education, Ontario, Toronto, 1973.

[4] Ibid.

Proposed Eligibility of Expenditures for Grant Purposes

The substantial increase in expenditures for regular transportation during the last ten years can be attributed to several factors. Among the most important of these are the greatly increa[illegible] enrolment, improvements in the types of vehicle and equipment, higher wages, inflationary pressures, and the extension of services to a bigger pro[illegible]n of the pupil population. The last of these developments merits further examination as an area where some financial saving is possible.

We recognize that the establishment of central schools at the elementary level required the provision of transportation for a greater proportion of the enrolment. The establishment of more composite schools at the secondary level had a similar effect but not nearly to the same extent. The introduction of more programs in special education resulted in additional transportation, often for very short distances. In these cases, where it is essential that regular transportation be provided if pupils are to attend school at all, no alternative exists. The Committee considered that for pupils who live more than two miles from school, the provision of transportation by a board was justifiable. While pupils were often required in the past to walk greater distances than two miles, it seems unrealistic to expect a pupil to do so today, having regard for all the circumstances involved. We believe, too, that a good case could be made for the provision of transportation for pupils under ten years of age who live more than one mile from their school. For pupils of any age who are handicapped because of physical, mental or emotional problems, special provision is often necessary. In each of these categories, the school board is in the best position to determine the extent of the transportation services to be provided and it should continue to have the authority to make the decisions. Where a board decides to provide transportation for these pupils, the amount of the expenditure, within the ceilings set by the formula issued by the Ministry of Education, should be eligible for approval for grant purposes.

But one of the major contributors to increased expenditures for regular transportation has been the additional services provided for pupils who live within one or two miles of their school (Table 7). The case for the provision of transportation for these pupils is not nearly so compelling. While the statistics have been provided for the transportation of pupils under two miles, it is not possible to identify the proportion of this number who are transported less than one mile. It is, however, a considerable percentage of those in the under-two-mile category.

It seems reasonable to expect that under normal circumstances a pupil over ten years of age is able to walk up to two miles to school and a pupil under ten years of age is able to walk up to one mile to school. In certain areas, admittedly, a board may consider it desirable to provide transportation for some of these pupils because of the necessity to cross major traffic arteries, the absence of footpaths, and the like. Where a board decides to provide services to meet these problems, it is considered that the cost ought to be met by the school board from revenues at the local level and that the expenditures should not be eligible for approval for grant purposes.

The limits of age and distance set out above will require the collection of statistics to identify pupils under ten years of age who live between one and two miles from school. While this requirement is in part a return to the pattern formerly in effect, it should not create any real problem. In any case, the principal will have the information about ages and if route design is developed to the extent we have recommended, it will be necessary for the transportation department of the board to know the location of pupils being transported.

Expenditures for other transportation identified with the instructional program, such as excursions to conservation centres, visits to museums and field trips, up to the amount allowable under the formula provided by the Ministry of Education, should be included in a board's operating costs and be eligible for grant in that category.

Proposed Rate of Grant on Approved Expenditures

The rate of grant on expenditures approved for grant purposes for essential regular transportation ought to take into account the particular circumstances applicable to each board. No board should be placed at a disadvantage financially or educationally in relation to other boards because of the necessity to provide essential regular transportation. At the present time, a board that must provide transportation for a high proportion of its enrolment has less money available to it for other purposes for the same tax effort on the part of its taxpayers than a board where most of the pupils can walk to school. An example will illustrate the situation.

The East Parry Sound Board of Education must provide transportation for 100 per cent of its enrolment at the secondary school level. Because of its relatively low assessment it receives a high rate of grant on the expenditures for transportation approved for grant purposes. But the balance of the cost not covered by grant must be paid from local property taxes. The possibility also exists that any expenditure above the approved cost must be borne 100 per cent at the local level. A second board in a large urban area where the schools are within walking distance of the pupils has little or no expenditure for transportation. Consequently, the local taxpayers do not need to pay anything for transportation. For the same tax effort, therefore, the first board will have to use some of its local taxes for transportation and will, as a result, have something less for other purposes, such as the instructional program. Alternatively, if the first board wishes to provide a comparable program educationally, it will have to tax itself at a higher rate to make up for the part of the transportation expenditures borne locally. Our view is that this inequity ought to be removed.

The Committee decided, therefore, that the amount of the expenditure by a board for essential regular transportation approved for grant purposes should be eligible for grant at the rate of 100 per cent. The other recommendations the Committee has made regarding the design of bus routes, advertising for tenders for transportation contracts, and the designation of a senior official in the Ministry to advise school boards, recommend policy, and develop formula for the amount of expenditure eligible for grant will provide the necessary controls to ensure that the transportation services are operated in an efficient and economical manner. Our recommendation for support at the 100 per cent level is consistent with our earlier recommendation[5] about debt charges for school buildings to be erected in the future. In both cases, the inclusion of expenditures for these purposes in the "extraordinary" category recognizes their exceptional nature and extent from board to board. It is more equitable to treat expenditures for these purposes as special items apart from the more common expenditures included in the ordinary category applicable to the actual conduct of the schools.

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[5] School Building Programs, Interim Report Number Two, Committee on the Costs of Education, Queen's Printer and Publisher, Toronto, 1972, p. 2).

CHAPTER 7

FORECAST OF TRANSPORTATION COSTS

Because of the many variables involved it is almost impossible to forecast with any degree of accuracy future expenditures for pupil transportation. Each board may change its policies in terms of eligibility for transportation. The provision of new schools may eliminate the need for some transportation and the closing of other buildings may necessitate the designation of new routes. Services may be required to meet problems created by local traffic hazards. Enrolments may increase in jurisdictions where new subdivisions are being developed while a decline in enrolments is occurring in other areas. It is, nevertheless, desirable to have some idea of the probable cost of transportation services based on certain assumptions.

For purposes of the forecast the following assumptions have been made:

(a) that the total enrolment for the Province will be in accordance with the forecasts made in previous reports[1,2] of the Committee;

(b) that the proportion of the total enrolment for whom transportation is provided will remain constant at the percentages applicable in 1971-72;

(c) that the cost per pupil per day will increase at an annual rate of three per cent.

The enrolment projections included in previous reports indicated that the decline in elementary school enrolment which began in 1971 would continue through 1980 and that the secondary school enrolment would continue to rise through 1977 and then decline for the remainder of the forecast period (Tables 19 and 20). The figures were considered to be at the maximum level

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[1] Report on the Education of Elementary and Secondary Teachers in Ontario: Facilities, Organization, Administration, Interim Report Number One, Committee on the Costs of Education, Queen's Printer and Publisher, Toronto, 1972, pp. 29, 31.

[2] School Building Programs, pp. 27, 32.

TABLE 19

REGULAR[a] TRANSPORTATION COSTS: ELEMENTARY

Actual 1971-72[1] and Forecast 1972-73 to 1981-82

School Year	Total Enrolment	Percentage Transported	Number Transported	Cost Per Pupil Per Day	Total Cost
Actual					
1971-72	1,456,840	25.7	373,880	$ .48	$35,525,600
Forecast					
1972-73	1,444,032[2,3]	25.7	371,116	.494[b]	36,666,261[c]
1973-74	1,426,577	25.7	366,630	.509	37,322,934
1974-75	1,409,350	25.7	362,203	.524	37,958,874
1975-76	1,387,715	25.7	356,643	.540	38,517,444
1976-77	1,362,864	25.7	350,256	.556	38,948,467
1977-78	1,335,622	25.7	343,255	.573	39,337,023
1978-79	1,307,742	25.7	336,090	.590	39,658,620
1979-80	1,291,441	25.7	331,900	.608	40,359,040
1980-81	1,284,969	25.7	330,237	.626	41,345,672
1981-82	1,292,022	25.7	332,050	.645	42,834,450

Notes: [a] Regular transportation means transportation between home and school and between school and school.

[b] Cost per pupil per day is calculated on the basis of an annual increase of three per cent.

[c] Total cost is based on 200 days per school year.

Sources: [1] Ministry of Education, 1973.

[2] Report on the Education of Elementary and Secondary Teachers in Ontario: Facilities, Organization, Administration, Interim Report Number One, Committee on the Costs of Education, Queen's Printer and Publisher, Toronto, 1972.

[3] School Building Programs, Interim Report Number Two, Committee on the Costs of Education, Queen's Printer and Publisher, Toronto, 1972.

TABLE 20

REGULAR[a] TRANSPORTATION COSTS: SECONDARY

Actual 1971-72[1] and Forecast 1972-73 to 1981-82

School Year	Enrolment	Percentage Transported	Number Transported	Cost Per Pupil Per Day	Total Cost
Actual					
1971-72	574,520	29.8	171,166	$ .61	$20,824,200
Forecast					
1972-73	592,023[2,3]	29.8	176,423	.628[b]	22,158,729
1973-74	607,940	29.8	181,166	.647	23,442,880
1974-75	624,332	29.8	186,051	.666	24,781,993
1975-76	636,718	29.8	189,742	.686	26,032,602
1976-77	643,932	29.8	191,892	.707	27,133,529
1977-78	646,041	29.8	192,520	.728	28,030,912
1978-79	645,743	29.8	192,431	.750	28,864,650
1979-80	643,023	29.8	191,621	.773	29,624,607
1980-81	628,333	29.8	187,243	.796	29,809,086
1981-82	606,299	29.8	180,677	.820	29,631,028

Notes: [a] Regular transportation means transportation between home and school and between school and school.

[b] Cost per pupil per day is calculated on the basis of an annual increase of three per cent.

[c] Total cost is based on 200 days per school year.

Sources: [1] Ministry of Education, 1973.

[2] Report on the Education of Elementary and Secondary Teachers in Ontario: Facilities, Organization, Administration, Interim Report Number One, Committee on the Costs of Education, Queen's Printer and Publisher, Toronto, 1972.

[3] School Building Programs, Interim Report Number Two, Committee on the Costs of Education, Queen's Printer and Publisher, Toronto, 1972.

with the distinct possibility that they might be considerably lower. Consequently, costs for transportation services calculated on the enrolment projections are also likely to be at the maximum level. Because it is not possible to determine in advance the decrease in the transportation services as a result of declining enrolments, it was assumed that the services would decline in the same proportion as the enrolment. Similarly, it was assumed that the transportation services would increase in the same proportion at the secondary level through 1977. The facts are that some transportation routes will continue to operate as formerly but with fewer pupils or, in the case of the secondary level, with more pupils until 1977. Even then, because of shifts in student population from one location to another, the variations will be even greater. The unpredictability of these influences resulted in the assumption that transportation services would fall or rise in the same ratio as the enrolment figures.

The assumption that the proportion of the enrolment transported at the secondary level will remain constant is based on the experience of the last three years, when the percentage has remained at 29.8. At the elementary level there has been a continuing increase each year for many years. There are indications that expansion of senior kindergartens into rural areas and growth of the number of junior kindergartens in urban areas account for a large part of the increase in the proportion of elementary pupils transported. In any case, we have assumed that the factors which accounted for the increase in the percentage transported in the past have now been stabilized.

The assumption of an annual increase in the cost per pupil transported is based on a forecast[3] of the Economic Council of Canada. No attempt was made to adjust further the cost per pupil per day to reflect the declining or increasing enrolments to which reference was made in explanation of the first assumption. We realize that total costs will not vary in direct line with declining enrolments but that unit costs may be somewhat higher for fewer pupils.

---

[3] The Years to 1980, Ninth Annual Review, Economic Council of Canada, Information Canada, Ottawa, 1972, p. 92.

It should be noted that our forecast of cost is for regular transportation between home and school and between school and school (Tables 19 and 20). No attempt has been made to forecast costs for other transportation. In 1971-72, however, the expenditure for the latter services was approximately $14 million or 20 per cent of the total of $70 million.

An analysis of the forecasts (Tables 19 and 20) reveals that, as a result of the three per cent annual increase, the cost per pupil per day will increase by about 34 per cent during the period from 1971-72 to 1981-82. The total costs will increase by 20 per cent at the elementary level to $42.8 million and by 32 per cent at the secondary level to $29.6 million. The increase for the two levels taken together will be from $56,349,800 to $72,465,478 or 29 per cent. If it is assumed that the cost of "other" transportation will continue to be 25 per cent of the cost of regular transportation, an additional amount of $18,116,369 would have to be added to make an overall total of $90.5 million.

APPENDIX A

TRANSPORTATION SURVEY

Transportation Survey

Statistics for the calendar years 1969 to 1972 as per G52/G50

S1)

ELEMENTARY

TRANSPORTATION EXPENDITURES

Per G52/G50 or other source data	1 *Handicapped & Train. Retard.	2 Normal Transp. Excl. Col. 3	3 *All Other Special Education	4 All Other Transp. Incl. Extra Curricular	5 Total Transp.
1969					
1970					
1971					
1972					

S2) For expenditure columns 1, 2 and 3 above

No. of Students Transported

	Col 1	Col 2	Col 3	Total Regularly Transported
1969				
1970				
1971				
1972				
1972/73 school year				

Cost Per Pupil Per Mile

	Col 1	Col 2	Col 3
1969			
1970			
1971			
1972			
1972/73 school year			

Cost Per Pupil Per Day

	Col 1	Col 2	Col 3
1969			
1970			
1971			
1972			
1972/73 school year			

S3)

	% of total school population being transported
1969	
1970	
1971	
1972	

Of the students being transported, indicate what % by:

	Contractor	Board Owned
1969		
1970		
1971		
1972		

Per G52/G50 Total of APPROVED CEILINGS re S1 for Columns:

	1	2	3
1969			
1970			
1971			
1972			

*Column 1 here refers to children who require special/restricted size transportation forms for student safety control, i.e. a limited number in a vehicle.

*Column 3 here refers to all other special education as per G52-9 (Schedule listing Special Education for Fees).

Transportation Survey

Statistics (Cont'd.)

S1)

SECONDARY

TRANSPORTATION EXPENDITURES

Per G52/G50 or other source data	1 *Handicapped & Train. Retard.	2 Normal Transp. Excl. Col. 3	3 All Other Special Education	4 All Other Transp. Incl. Extra Curricular	5 Total Transp.
1969					
1970					
1971					
1972					

S2) For expenditure columns 1, 2 and 3 above

No. of Students Transported

	Col 1	Col 2	Col 3	Total Regularly Transported
1969				
1970				
1971				
1972				
1972/73 school year				

Cost Per Pupil Per Mile

Col 1	Col 2	Col 3

Cost Per Pupil Per Day

Col 1	Col 2	Col 3

S3)

	% of total school population being transported
1969	
1970	
1971	
1972	

Of the students being transported, indicate what % by:

Contractor	Board Owned

Per G52/G50 Total of APPROVED CEILINGS re S1 for Columns:

1	2	3

*Please see notes on page 1

Transportation Survey

Statistics (Cont'd.)

S7) For the pupils being transported in S2, would you indicate the number of vehicles used (i.e. if a taxi makes a pickup(s), delivers its load and then makes a further pickup(s), this would count as 2 vehicles)

		No. of Vehicles for Handicapped in Column 1	No. of Vehicles for Train. Retard. in Column 1	No. of Vehicles for all other Special Education in Column 3
1969	Elem.			
	Sec.			
1970	Elem.			
	Sec.			
1971	Elem.			
	Sec.			
1972	Elem.			
	Sec.			

S8) THE FUTURE - What are your opinions as to transportation in the future regarding the numbers of students being transported; the % of total population being transported; the cost per mile, the cost per day per student; in general the future cost trends of school transportation and why?

(Please attach a separate sheet or use over if more space is required)

Operating Procedures

General

G1) Types of vehicles used for pupil transportation by the board at any time during the year

___ School bus
___ Public transportation
___ Mini bus
___ Taxi
___ Private car
___ Boat
___ Snowmobile
___
___
___

Transportation Survey

Operating Procedures (Cont'd.)

G2) Have you a Board Policy or Operating Guideline by Administration re:

		Policy	Guide-line	Neither
(a) The maximum time (1 way) a student may bus is	___ mins.	___	___	___
(b) The maximum distance (1 way) is	___ miles	___	___	___
(c) The maximum distance a student must walk to a bus stop is	___ miles	___	___	___
(d) The maximum number of standees permitted on a bus is	___ stdts.	___	___	___
	___% of load	___	___	___
Standees are not permitted	(___ correct	___	___	___
	(___ not correct	___	___	___
Standees are secondary students only	(___ correct	___	___	___
	(___ not correct	___	___	___
(e) Adverse weather causing school closing (final decision made by ____________________)		___	___	___

Please describe briefly (reverse of sheet) the insurance maintained on your bussing operation - liability, property damage, comprehensive, etc.

re a) Board owned ___
b) Contractor ___

G3) (a) What is the farthest distance (1 way) any one of your students is transported regularly on a daily basis ___ miles
on a weekly basis ___ miles

(b) What is the longest time (1 way) spent by any one of your students being transported regularly on a daily basis ___ hour(s)
on a weekly basis ___ hour(s)

(c) What is the earliest daily student pickup time Elementary ___
Secondary ___

(d) What is the latest daily student drop time Elementary ___
Secondary ___

(e) How and who determines which children should be provided with special transportation, i.e. by taxi, etc.

Transportation Survey

Safety and Service

		Yes	No
Sa)	(a) Do you do surprise checks of Contractors' service		
	of Board owned service		
	(b) Do you do safety checks of Contractors' vehicles		
	of Board owned vehicles (beyond the regular government inspections)		
	(c) Do you keep an accident file with details as to circumstances, vehicle, contractor, driver disposition of, causes, etc.		
	(d) Are safety seminars and courses held for Contractors' drivers		
	for Board drivers		
	(e) In very remote areas, do your buses carry extra safety equipment, such as flares, auxilliary heaters, etc.		
	(f) Are Government inspections done regularly and reports acted upon promptly		

(g) How many accidents involving transportation vehicles have occurred since 1969 ____

How many of these accidents involved personal injury ____

Number of persons injured (excluding fatalities) ____

Number of persons killed ____

(h) Have you any comments or recommendations re school bussing on:

1. School bus driver licensing ______________________________

____

____

2. Government school buses inspection ______________________________

____

____

3. CSA Standard 250 ______________________________

____

____

4. The difference in safety standards between school buses and private vehicles, i.e. padding, seat and shoulder belts, head restraints, etc.

____

____

____

5. The highway and traffic laws ______________________________

____

____

(vi)

Transportation Survey

Internal Operations

O) (a) Administrative Staff

No. of staff 1969_____ 1970_____ 1971_____ 1972_____

(No. in equivalents please, i.e. a person shared with another department may count as ½)

Present job titles in 1972

______________________________ No. of ______

______________________________ No. of ______

______________________________ No. of ______

______________________________ No. of ______

(b) Are the following records kept by the Board:

	Yes	No
Route maps indicating pickup points	____	____
times	____	____
number of students at each point	____	____
Student home location maps	____	____
Listing of students on each bus	____	____
Complaint file indicating nature and disposition of	____	____
Individual vehicle maintenance and repair record	____	____

Note: if any of the above are kept by the Contractor, please indicate with 'C'

Routes

R) (a) Who designs the bus routes for Contractor vehicles - Board Administration ____
- Contractor ____

(b) For Contractor design routes
- are they tested/examined against student location maps to ensure efficient route makeup, timing, etc. ____
- are they board driven to verify distance, etc. ____

(c) Has a major review and/or redesign of routes occurred since 1969 ____
If yes, indicate whether a review only was made or, as a result of the review, redesign of routes took place - Review ____
- Redesign ____

(vii)

Transportation Survey

Pricing

P) (a) For contracted bussing

		72/73	71/72
The % of the total contracted amount	that is tendered	___%	___%
	from quotations	___%	___%
	negotiated	___%	___%
	by formula	___%	___%
	other	___%	___%

(b) The contracts are on a ______________ basis (annual, semi-annual, etc.)

(c) The latest tender or quotation date was ______________________

(d) The number of tenders submitted or quotations received was ________

(e) The number received at the previous asking ____________

(f) The % change in the latest tender or quotation received was
__________ __________ than previously
(higher/lower)

(g) Do you see a trend in costs developing ________________________________
____
____

(h) What method of Pricing (per P(a)) do you recommend and why _______________
____
____

(i) Do you use a different method than that indicated above for special education where taxis and mini buses are used _____

What and why ____

(j) Do you require a performance bond for contracted services ____

Grants

G) (a) What is the effect of the new grant structure announced for 1972/73 transportation as to:

	Estimated Cost 1972/73	Estimated Approval 1972/73
Elementary		
Secondary		

(b) How would you compare the administrative time required in the preparation of the required forms
____
____
____
____

Transportation Survey

Grants (Cont'd.)

G) (c) Are your Other Transportation expenses (including extra curricular) affected because they are not approved for grant purposes

____

____

____

(d) What affect does the high or relatively high grant rate on transportation expenses have on procedural or operating changes

____

____

____

Special Studies

ST) (a) Have you done or had done on your behalf any studies in consideration of changes in your transportation polices such as:

	Yes	No
Board owned vs. contracted vehicles	___	___
Transportation of special education students	___	___
Sharing of services (see page 9 of questionnaire)		
Inter panel	___	___
Inter board	___	___
Other transit operators	___	___
Computer designed routes	___	___
Utilization of board-owned vehicles usage	___	___
Alternate Day Kindergarten	___	___
Dropout rate of students transported	___	___
Academic performance of students transported	___	___
Making instructional use of the time spent on the buses	___	___

Others ____________________________________

____

____

(b) For any studies done as indicated above or any other that you feel would be of interest, please enclose a brief description of same, results of and recommendations noting any resulting policy changes made, if any.

Transportation Survey

Sharing of Services

SS) Do you share services:

(a) Inter-board (Yes or No) _____

For regular or excursion (special) trips _____

Name(s) of other board(s) ____________________

____

____

Transportation supplied by ______________________________ Board

or by joint contract ____

Number of students for whom transportation is purchased or shared

Elementary ____

Secondary ____

Estimate of dollar saving to your board (gross, before grant calculation) $______

(b) Inter-panel

Basis for calculation of cost sharing between Elementary and Secondary

____

Do you stagger school openings ____________

closings ____________

Estimate of dollar savings $____________

(c) With other Transit operators (regional or public) (Yes or No) _____

If so please enclose a brief description as to the number of students, cost implications, term of arrangement, etc.

Your Recommendations/Comments/General

(a) In our visits to the Regions it was suggested that the high grant rate discouraged change or innovation. It was also suggested that Extraordinary Expenditures warranted a higher grant rate. How does one relate these two positions?

____

____

____

(b) Have you any comments on the level of student comfort in our present school buses

____

____

____

Transportation Survey

Your Recommendations/Comments/General (Cont'd.)

(c) Have you any other comments or criticism on school transportation?

(Title)

APPENDIX B

SCHOOL BUS CERTIFICATE OF MECHANICAL FITNESS

TO BE FILED WITH THE DEPARTMENT ON OR BEFORE
AUGUST 31ST AND DECEMBER 31ST OF EACH YEAR
(PURSUANT TO REG. 183/61 OF THE HIGHWAY TRAFFIC ACT).

MAIL
TO:- **ONTARIO DEPARTMENT OF TRANSPORT** .
VEHICLES BRANCH,
FERGUSON BLOCK, QUEEN'S PARK,
TORONTO 5, ONTARIO.

FOR DEPARTMENT USE ONLY

NAME AND ADDRESS OF REGISTERED OWNER OF VEHICLES LISTED

PLEASE PRINT

____

____________________ APT. NO. ____

____

LIST OF VEHICLES EXAMINED

REGISTRATION PLATE NO.	MAKE AND MODEL	SERIAL NUMBER	REGISTRATION PLATE NO.	MAKE AND MODEL	SERIAL NUMBER

IF INSUFFICIENT SPACE - ATTACH ADDITIONAL CERTIFICATE

ITEMS TO BE EXAMINED:-

1. GLASS CONDITION
2. WINDSHIELD WIPERS (2)
3. ALL LIGHTS (INTERIOR & EXTERIOR)
4. HORN
5. SPEEDOMETER
6. MIRRORS (INTERIOR & EXTERIOR)
7. DOORS (ENTRANCE & EMERGENCY)
8. SEATS (SECURE)
9. BODY FLOOR (INSULATED AGAINST FUMES)
10. BUMPERS
11. EXHAUST SYSTEM
12. HOOD LATCH
13. STEERING MECHANISM
14. FRONT - END SUSPENSION
15. BRAKE FLUID LEAKAGE
16. BRAKE PEDAL RESERVE
17. PARKING BRAKE MECHANISM
18. FLEX BRAKE HOSE
19. BRAKE LININGS
20. TIRES (FRONT TIRES NOT REBUILT

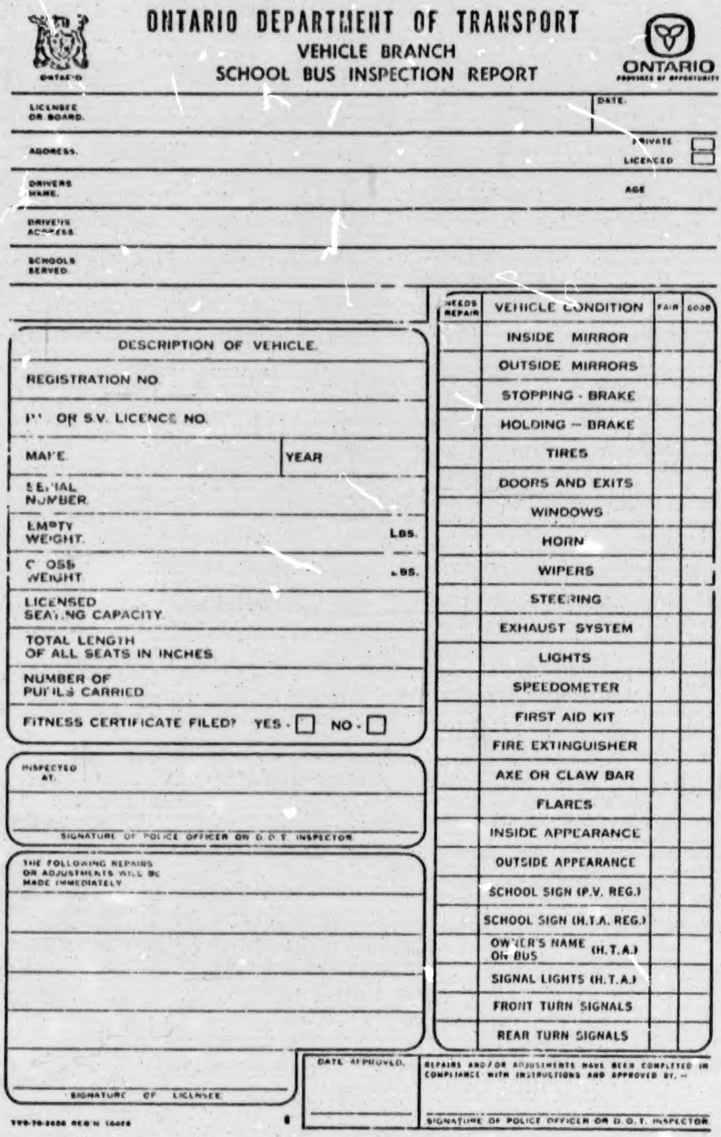
I HEREBY CERTIFY THAT I HAVE EXAMINED THE REQUIRED ITEMS ON THE ☐ (NO. OF VEH.) VEHICLE(S) LISTED ABOVE AND IT IS (THEY ARE) MECHANICALLY FIT.

EXAMINED AT .... DATE .... 19 ...... MECHANIC'S SIGNATURE ....

MECHANIC'S NAME .... (PLEASE PRINT) MECHANIC'S CERTIFICATE NO. .... EXPIRY YEAR ....

FORM MV-10 REV'N-7735-69-5747

APPENDIX C



ONTARIO DEPARTMENT OF TRANSPORT

VEHICLE BRANCH

SCHOOL BUS INSPECTION REPORT

ONTARIO

ONTARIO PROVINCE OF OPPORTUNITY

LICENSEE OR BOARD.

DATE.

ADDRESS.

PRIVATE ☐

LICENCED ☐

DRIVERS NAME.

AGE

DRIVER'S ADDRESS.

SCHOOLS SERVED.

DESCRIPTION OF VEHICLE.	
REGISTRATION NO.	
P.V. OR S.V. LICENCE NO.	
MAKE.	YEAR
SERIAL NUMBER.	
EMPTY WEIGHT.	LBS.
GROSS WEIGHT.	LBS.
LICENSED SEATING CAPACITY.	
TOTAL LENGTH OF ALL SEATS IN INCHES	
NUMBER OF PUPILS CARRIED	

FITNESS CERTIFICATE FILED? YES - ☐ NO - ☐

INSPECTED AT.

SIGNATURE OF POLICE OFFICER OR D.O.T. INSPECTOR

THE FOLLOWING REPAIRS OR ADJUSTMENTS WILL BE MADE IMMEDIATELY

SIGNATURE OF LICENSEE

NEEDS REPAIR	VEHICLE CONDITION	FAIR	GOOD
	INSIDE MIRROR		
	OUTSIDE MIRRORS		
	STOPPING - BRAKE		
	HOLDING - BRAKE		
	TIRES		
	DOORS AND EXITS		
	WINDOWS		
	HORN		
	WIPERS		
	STEERING		
	EXHAUST SYSTEM		
	LIGHTS		
	SPEEDOMETER		
	FIRST AID KIT		
	FIRE EXTINGUISHER		
	AXE OR CLAW BAR		
	FLARES		
	INSIDE APPEARANCE		
	OUTSIDE APPEARANCE		
	SCHOOL SIGN (P.V. REG.)		
	SCHOOL SIGN (H.T.A. REG.)		
	OWNER'S NAME ON BUS (H.T.A.)		
	SIGNAL LIGHTS (H.T.A.)		
	FRONT TURN SIGNALS		
	REAR TURN SIGNALS		

DATE APPROVED.

REPAIRS AND/OR ADJUSTMENTS HAVE BEEN COMPLETED IN COMPLIANCE WITH INSTRUCTIONS AND APPROVED BY. -

SIGNATURE OF POLICE OFFICER OR D.O.T. INSPECTOR

[illegible]

COMMITTEE ON THE COSTS OF EDUCATION

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